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ABSTRACT

This fourth annual report of the National Institute of Law Enforcement and Criminal Justice summarizes its programs and funding for research, evaluation, and research utilization for fiscal year 1977. Chapter 1 describes research agreements with various organizations to study the subjects of the habitual offender, white-collar crime, the economics of criminal justice, and the relationship between unemployment and crime. In chapters 2-5 major research projects are discussed by topic: community crime prevention emphasizing the role of the citizen; the police force; streamlining the court system; and corrections. Evaluation programs that were either funded or completed in 1977 are discussed in chapter 6. Handbooks developed from exemplary projects, field tests conducted, workshops held, and ways of disseminating and using findings are listed in chapter 7 as part of the research utilization program. Dealing with special projects, chapter 8 gives the names of researchers working at the Institute as visiting fellows, five unsolicited research projects that were funded, a long-range agenda, and scholarly books published in 1977 that resulted from the visiting fellowship program. Four appendixes are included: (1) an organization chart of the Institute; (2) the distribution of financial award by subject; (3) a listing of the advisory committee; and (4) the names of the staff. (ELG)

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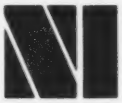
The National Institute of Law Enforcement and Criminal Justice

ANNUAL REPORT FY 1977



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The National Institute is the research center of the
Law Enforcement Assistance Administration

Blair G. Ewing, Acting Director

Law Enforcement Assistance Administration
U. S. Department of Justice
Washington, D. C. 20531

James M. H. Gregg, Acting Administrator

LETTER OF TRANSMITTAL

To the President and to the Congress of the United States:

It is my pleasure to submit the Fourth Annual Report of the National Institute of Law Enforcement and Criminal Justice, in accordance with the requirements of the Crime Control Act of 1973, as amended.

The National Institute is the research center of the Law Enforcement Assistance Administration. Allied to its central mission of research is the responsibility for evaluating criminal justice practices and for encouraging the use of new knowledge gained through research and experimentation.

During the year covered by this report, the Institute completed a period of reassessment of its objectives and operations. This internal review benefited greatly from an independent appraisal commissioned by the Institute and from Congressional hearings that explored the Federal role in criminal justice research.

The Institute carefully considered all of the recommendations that emerged during this process. Virtually all that fell within the authority of LEAA and the National Institute have been implemented.

To enhance the Institute's capabilities, particularly in basic research, a limited reorganization took place late in FY 1977. Under the new organization, the more fundamental inquiry into the correlates and determinants of criminal behavior is given far more attention than in the past. The work of the Institute is now carried out through four major offices:

Office of Research Programs—administers basic and applied research activities through its divisions of Police, Adjudication, Corrections, and Community Crime Prevention, and its Center for the Study of the Correlates of Crime and the Determinants of Criminal Behavior.

Office of Research and Evaluation Methods—administers methodological research and development activities.

Office of Program Evaluation—sponsors evaluations of selected criminal justice initiatives on the national, state, and local levels.

Office of Development, Testing and Dissemination—facilitates the use of research findings by developing program models, conducting field tests and training workshops, and providing information on criminal justice topics to an international audience.

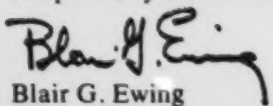
In developing its research objectives, the Institute relies upon the counsel of its Advisory Committee of distinguished researchers and practitioners. Advisory panels also are

established for many Institute projects. Peer review is used extensively in the awarding of grants: all applications are reviewed by two or three experts drawn from the criminal justice and academic communities, research organizations, and private industry. The following criteria are used in selecting proposals for funding:

- ☐ Compatibility with the Institute's legislative mandate.
- ☐ Relationship to the Institute's priorities and those set by the Attorney General and the Law Enforcement Assistance Administration.
- ☐ Originality, adequacy, and economy of the research design and methods.
- ☐ Experience and competence of the investigators.
- ☐ Probability of acquiring knowledge that advances the understanding of, or the ability to solve, critical criminal justice problems.

This report describes some of the Institute's efforts to fulfill its mandate "to encourage research and development to improve and strengthen law enforcement and criminal justice." Most of these projects were funded in past years, for research by its nature is a slow and cumulative process. In turn, the awards of fiscal 1977—listed in the appendix—will add to the body of knowledge that is being developed.

Respectfully submitted,



Blair G. Ewing
Acting Director
March 1977

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1
RESEARCH AGREEMENTS:
Toward an Understanding of Crime

In an ideal world, the research process would begin with a study of first principles—"basic" or fundamental research—by investigators who are primarily concerned with gaining a fuller knowledge of the subject under study. After months or years, the investigators might move into what is generally known as "applied research"—exploiting the knowledge base in order to meet a recognized need of society. Often enough in the 20th Century, this process has culminated in a "development" phase. Here the knowledge or understanding gained by researchers is put to some eminently practical use, in the form of a material, a device, a system, or a method for accomplishing some specific end.

Reality never has matched this ideal, and the past decade has not always been congenial to the step-by-step unfolding of knowledge. The Law Enforcement Assistance Administration was created in 1968, at a time of crisis in American life, and there was an expectation that its activities would take the form of a dramatic War on Crime. Its research institute joined LEAA's quest for solutions to immediate problems. Furthermore, in its early years, the National Institute found itself in the remarkable position of being a sponsor in

search of investigators willing and able to put its money to good use: only a very few researchers were working in the field of criminal justice. Circumstances therefore obliged the Institute to view its mission from the small end of the telescope, concentrating first on advanced technology, secondly on studies promising an early return in the form of improvements to the criminal justice system, and lastly on the kinds of basic research that ideally would have begun the process.

Basic research, of course, has always been part of the Institute's program. By its nature, however, such research is difficult and risky, particularly in new fields of inquiry. Not surprisingly, the major portion of Institute funds in the early years went for projects at the "applied" end of the spectrum. By 1974, however, funding for studies in the social sciences began to approach the level of support for technological research. By 1975 the Institute had launched its Research Agreements Program, an experimental effort to foster long-term relationships with the research community for the study of basic questions and unsolved problems in criminal justice. During the past fiscal year, a pronounced shift in emphasis took place. With the setting of long-range priorities for research, the Institute will devote a significant share of its resources in 1978 and subsequent years to fundamental research.

Research Agreements. The Institute enters into Research Agreements with universities or research organizations that have established centers or well-defined research programs capable of undertaking long-term inquiries into fundamental issues of crime and justice. The problems chosen for investigation are those whose scope and complexity demands longitudinal studies extending over a period of years or rigorous analysis of complicated data. Each grant supports a number of interrelated projects in an agreed-upon area of basic research, some of the projects initiated by the Institute and others by the researchers themselves.

Four such agreements were signed in 1975, with the Rand Corporation, the Hoover Institution, Northwestern University, and Yale University. The initial grants covered a two-year period, with continuations based on performance. Each of the Research Agreements was extended in 1977, and a fifth grant was awarded to the Vera Institute of Justice. Together, the five projects amount to a wide-ranging investigation of crime and criminality.

The Habitual Offender. In the popular view of the crime problem, the "hardened criminal" plays a large and unsavory role. This habitual offender is seen to pass through the criminal justice system as through a revolving door, committing new crimes as soon as he (or, less likely, she) is released on probation or parole. In part, the belief springs from a natural desire to make a qualitative distinction between the good guys and the bad guys; in part it is based on observable fact, as almost any police officer will testify. More recently it has been buttressed by research findings, case studies, and biographies of criminals.

The Rand Corporation is collecting information on the habitual offender in an attempt to answer such questions as these:

- ☐ How many habitual offenders are there?
- ☐ How many crimes do they commit?
- ☐ Can they be identified?
- ☐ Has the criminal justice system been able to control the habitual offender?
- ☐ How can the system be made more efficient?

Based on studies in California, the Rand researchers found that available evidence supports the theory that a relatively small number of criminals commit

a disproportionate share of the crime. The research to date has revealed two broad categories of offenders: the intermittent and the intensive. The former generally do not view themselves as criminals. Their crimes are more opportunistic and reckless, and they are more likely to be caught: about 23 percent of their offenses result in arrests.

The intensive offenders, on the other hand, place a high value on a criminal life style. They display professional attitudes toward their "work," and go on to commit more crimes. Most striking, the intensive offender was found to commit about 10 times as many crimes as the intermittent offender, yet was five times less likely to be arrested for any one crime. Once arrested, the intensive offender also was less likely to be convicted and incarcerated.

These are among the findings from a study of a sample of 49 incarcerated felons in California. While these limited findings must be interpreted cautiously, they appear to have been borne out in a larger study of a random sample of 624 inmates in five California prisons. The latter study focused on the three years prior to imprisonment and gathered information on the offenders' employment histories and motivation for crime.

Other results include:

- the sample of 49 offenders reported they had committed 10,500 crimes, or an average of 214 per offender. Individual crimes by the intensives were 10 times those of the intermittent offender.
- the sample of 624 offenders reported that they had committed almost 16,000 non-drug offenses during the 3-year period before their incarceration. As in the smaller sample, a pattern of intermittent and intensive offenders emerged: High-rate robbers, for example, averaged 13 times as many robberies as low-rate robbers.
- the self-reported data from both samples tends to puncture the myth of the "specialized" criminal. Most of the 624 offenders surveyed committed four different types of crimes.
- when the crimes reported by offenders were compared with official records, only a small percentage were found to result in a recorded arrest. Of the 624 offenders, for example, 37 percent were active in robbery. They committed approximately 4 robberies per year of street time and stood a 12 percent chance of arrest.
- a tentative profile of a career offender might look like this: An individual over 25 years old with a prior prison record who engages in a narrow range of monetary crimes at relatively high rates. If the individual is involved in dangerous crimes such as armed robbery, he is likely to be among the most active and potentially violent offenders in the sample.

The researchers suggested that new sentencing policies should be developed for individuals who have been convicted of at least one serious offense, but who have never been sent to prison. This group accounts for a large proportion of self-reported felonies and felony arrests.

The research to date has relied heavily on the use of self-reported data. While the approach has many advantages, there are potential limitations that must be kept in mind, such as the possibility that an offender has a poor memory or has lied about criminal activity.

Many questions remain to be answered about the habitual offender, but the current results offer some provocative new leads that can be pursued. Among the future studies planned under this Research Agreement are an analysis of criminal justice records in four states to determine how habitual offenders are treated by the system and an examination of how new determinate sentencing laws in California and Indiana are affecting career criminals.

Community Reactions to Crime. At Northwestern University, researchers are studying urban crime and the strategies devised by various neighborhoods to cope with their crime problems. (The neighborhoods—12 altogether—are located in Chicago, Philadelphia, and San Francisco.) The research questions include:

☐What strategies do communities adopt to fight crime?

☐What determines the choice of a community anti-crime strategy?

☐How do the various strategies affect the community and the individual?

☐How do individuals perceive crime?

☐How do these perceptions affect individual behavior?

The researchers completed an extensive literature search in the field of reactions to crime. They found that most of the previous studies have been isolated and inconclusive—that this is a field where concepts are still being clarified and measurement techniques are still being refined. An early product of the study will be an annotated bibliography to be published in 1978.

Northwestern's background studies also included an analysis of seven specific anti-crime programs. Each of them had already been evaluated so that data was available in such areas as community focus and behavioral response. The seven programs:

☐Preventive patrol experiment (Kansas City).

☐Team policing effort (Cincinnati).

☐Crime Prevention through Environmental Design (Hartford).

☐Anti-burglary program (Portland, Oregon).

☐Field interrogation study (San Diego).

☐Anti-burglary program (Seattle).

☐Police urban services program (St. Petersburg).

The data collection was completed last year and a neighborhood-based telephone survey conducted. The resulting data are now being analyzed. The final report will cover such topics as the dimensions of fear, the community's impact on the individual's perception of crime, and the policy implications of research on crime and the community.

White-Collar Crime. Generally, white-collar criminals have received more lenient treatment than their blue-collar counterparts, provided they confined themselves to white-collar crimes such as bribery and fraud. In many cases, a corporation executive or government official was considered to have paid a sufficient debt to society by the mere fact of exposure and the attendant disgrace—a prison sentence, for such an individual, was regarded as an unnecessary indignity. This attitude may be changing partly as a result of the Watergate era, when the nation was torn by allegations (and too frequently by proof) of crime in high places. The resulting criminal cases focused national attention on the problem of unequal justice. The National Institute has funded a number of studies in the area of official corruption and white-collar crime, including its Research Agreement with Yale University.

The Yale researchers are specifically concerned with the regulation and sanctioning of such crimes at the Federal level. Among the research topics:

☐How investigations are conducted by the Securities and Exchange Commission.

☐How Federal prosecutors handle white-collar criminals, as compared to other defendants.

☐The procedures used by Federal district court judges when sentencing white-collar criminals.

☐The impact of sanctions on white-collar criminals.

In addition, Yale has initiated several individual studies related to corruption and scandal. These include a study of bribery across na-

tional boundaries, an economic analysis of corruption, and an inquiry into misconduct in financial institutions.

Once again, the researchers completed a state-of-the-art review which revealed a history of isolated research projects. Most of the earlier studies were restricted to a single kind of business, to violations of a single law or social norm, or to other homogeneous sets of circumstances. The Yale researchers are therefore attempting to conduct a series of related studies which will aid in the conceptual development of white-collar crime, rather than merely analyze single laws or activities.

Future studies will continue to emphasize the Federal regulation of white-collar crime, perhaps focussing on the Internal Revenue Service and a program agency such as the Department of Health, Education, and Welfare. The researchers will also study public attitudes toward white-collar crimes, as opposed to other forms of illegality. Finally, they will begin exploratory work using self-reported data on a sample of convicted white-collar criminals.

Economic Studies in Criminal Justice. Researchers at the Hoover Institution are attempting to apply "econometric" techniques to crime and criminal justice problems. These mathematical techniques are commonplace in economic analysis but have rarely been applied to criminal justice problems; of particular interest is the effect they might have on criminal justice policy making.

In the project's current phase, researchers are concentrating on deterrence, drug control, and the costs of arresting and processing criminal offenders. The deterrence research focusses on issues raised by the National Academy of Science's Panel on Deterrence Research, which recommended more sophisticated studies than those conducted in the past. In the drug area, Hoover is investigating the effect of enforcement and treatment activities on the price of drugs. In turn, the effect of price changes on drug consumption and the crime rate will also be investigated. The final study—arrest and processing costs—involves such questions as the cost-effectiveness of recent changes in police technology, the financial implications of reductions in plea bargaining, and the financial implications of various strategies for prosecuting offenders.

To conduct these investigations, Hoover has established the Center for Econometric Studies of Crime and the Criminal Justice System. Researchers at the center have compiled and analyzed all available data sources that might be useful in the project—notably the FBI's Uniform Crime Reports, LEAA victimization surveys, and a broad range of statistics collected by the individual states. They have also identified and adapted various econometric models that can be applied to criminal justice problems.

Unemployment and Crime. That unemployment contributes to the crime rate has long been assumed, even to the suggestion that crime may serve as society's "employer of last resort." Certainly there is evidence that the incidence of crime—especially property crime—is strongly correlated to poverty, unemployment, and underemployment. The precise nature of the relationship has yet to be explained, however. Last year the National Institute signed its fifth Research Agreement with the Vera Institute of Justice, which will undertake a long-term investigation of the relationship between unemployment and crime. Among the research questions:

☐ Are there types of jobs that seem especially effective in deterring crime for certain types of offenders?

☐Do youthful repeat offenders have different employment and career goals than other youths?

☐Is an anti-crime employment strategy more effective when it includes programs of training, counseling, or subsidized wages?

☐What are the costs and benefits of various anti-crime employment strategies?

To answer these questions, Vera will analyze data from previous research in criminal justice and labor market analysis. Vera will also conduct cohort studies over a four-year period, collecting information on employment experience, work attitudes, career goals, and criminal activity of individuals in high-risk groups. If it seems feasible to identify jobs with crime-deterrent characteristics, urban labor markets will be analyzed to determine their ability to provide such jobs to the individuals who need them.

2
COMMUNITY CRIME PREVENTION:
Focus on the Citizen

Institute-sponsored research has demonstrated the importance of the private citizen in crime control. In study after study, researchers have concluded that the citizen—both individually and collectively—is the keystone of the crime control apparatus. Unless citizens report crimes promptly, unless they come forward with the information to help police make arrests, unless they testify in court, and unless they actively support crime prevention efforts, the criminal justice system must operate under an almost impossible handicap.

Unfortunately, citizen cooperation is often missing from the criminal justice process. LEAA victimization surveys show that only about one-third of serious crimes are ever reported to the police. Even when they do report crimes, citizens sometimes allow too much time to elapse—and the likelihood of an arrest drops with each passing minute, as shown by an Institute study in Kansas City. In Washington, D.C., researchers found that half of all arrests ended in dismissal, and that the most common reason cited by prosecutors was witness problems. And, throughout the nation, communities have discovered that it is extremely difficult to attract and maintain citizen participation in crime pre-

vention programs.

Why do so many citizens fail to act? Some may drop out of the criminal justice process because they doubt its promise of equal treatment under the law. Citizens also may decide that getting involved with the police and the courts is not worth the cost, in terms of time, effort, and the risk of vengeance from the person against whom they might testify. Other reasons are more complex: the trauma of victimization may prompt individuals to turn first to their family or friends, thus delaying a call to the police; the isolation and loneliness of big-city life may deter residents from joining crime-prevention activities.

The Institute's research program in Community Crime Prevention is focussed on these and related issues. In addition, research conducted in the areas of police, courts, and corrections—as well as the Research Agreements described in the previous chapter—can yield valuable insights into citizen and community action, or the lack of it.

The Citizen and the Environment. In 1969, the Institute began to explore the relationship between the physical environment and crime. Much of the early research was conducted in public housing projects, where it was shown that such design features as the height of a building, the number of apartments opening onto a hallway, the positioning of entryways, and even the layout of the building site . . . all affected both the rate of crime and the residents' sense of security. The studies also suggested that design elements could encourage or discourage individuals in their crime-prevention activities. The concept that emerged from this research was called "defensible space"—which emphasized the importance of a heightened sense of territorial concern by residents, coupled with increased opportunities for casual, natural surveillance of the building or neighborhood.

The findings were made available in *Architectural Design for Crime Prevention*, published by the Institute; *Defensible Space*, authored by Oscar Newman and published commercially; and *Design Guidelines for Creating Defensible Space*, a joint project of the Institute and the Department of Housing and Urban Development. HUD also developed a training film based on the *Guidelines*, which are meant to be used by urban planners, city managers, and architects concerned with public housing. A current Institute project is continuing the study of housing project security, examining the effects of building design, resident characteristics, and management practices on crime and stability.

In 1975, the research effort in environmental design was expanded to other and larger settings: residential neighborhoods (in Hartford and Minneapolis), a commercial strip (in Portland, Oregon), and a school system (in Broward County, Florida). The research and development program was designed to combine three approaches for dealing with crime and the fear of crime, and to apply them throughout the target community:

- **The defensible space elements of physical design.** For example, the closing or narrowing of several side streets in a residential neighborhood in Hartford was used to channel pedestrian and vehicular traffic onto major roads. The new design also served to heighten the residents' sense of control over—and responsibility for—activity in their own yards and street. Comparisons of the neighborhood before and after these changes show that both crime (especially the crime of burglary) and fear decreased significantly. Similarly, researchers are attempting to enhance school safety in Broward County by sealing

off areas which formerly concealed young muggers, by color-coding areas to show who should be using them and at what hours, and by fencing parking lots so that they can be entered only through a school gate.

□ **Community organization and citizen action.** "Neighborhood watch" programs are a key element in both the Hartford and Minneapolis projects. Other forms of citizen involvement are being used in those projects and in Broward County and Portland.

□ **Innovative law enforcement techniques.** The Hartford Police Department, for example, has adopted a "neighborhood team policing" approach, in which designated officers are assigned to a neighborhood on a regular basis. They are also given broader responsibility for criminal investigations and the delivery of other police services in that area. A crucial component of the Hartford police program is its emphasis on increased interaction with community residents, including a greater effort to respond to citizen concerns.

Although none of these three approaches to crime control is new in itself, they have never before been brought to bear in the same place at the same time in a combined effort to prevent crime. Equally important, the environmental design concepts are now being tested in large and complex urban areas, where the crime problem is most severe and where criminal activity is likely to be displaced from one building or block to others which have not been "hardened."

An evaluation of the Hartford project will be completed early in 1978. Preliminary results show that the previously increasing crime trend was reversed—there were significant decreases in burglary rates and in fear of crime in the study neighborhood following implementation of all three program elements. In contrast, both crime and fear continued to increase in the surrounding neighborhoods and in the City of Hartford as a whole.

The impact of the other demonstration projects has not yet been evaluated. Researchers have studied the program implementation process, however, and have found that although progress has been slower and more costly than expected, local response has generally been good and an improvement in neighborhood "image" is noticeable both in Portland and in Minneapolis. A tentative conclusion is that crime control and neighborhood renewal must go hand-in-hand. If this view is borne out by the evaluations, future efforts to alleviate inner-city problems will have to take an even broader approach, with a coordinated attack on crime, inadequate housing, and unemployment.

A related Institute project will develop an urban design technical manual for crime prevention. This manual—developed primarily for urban designers and city planners—will present a process for addressing crime prevention on the neighborhood scale. Case illustrations and graphics will be presented with emphasis on recently completed program designs for Hartford and for Chicago's South Loop.

The Citizen and the Criminal Justice System. Citizen participation is an integral part of the community programs described above. It is also at the heart of LEAA's new Community Anti-Crime Program, which will make use of Institute research in this area, and which will in turn be evaluated by the Institute, thus adding to our knowledge of how to mobilize a community into effective anti-crime activities.

Several possible approaches have already been examined by the Institute's National Evaluation Program, which during the

past three years has produced assessments of:

☐**Citizen patrols,** which appear to be an economical way to help prevent crime in a community. Of the four variants studied, patrols limited to a specific building or group of buildings seemed most effective in reducing crime and increasing the residents' sense of security.

☐**Crime reporting projects,** including "Block Watch" surveillance programs, the use of special telephone numbers for reporting to police and a "Radio Watch" by truckers and cab drivers. The third approach, in which drivers use their two-way radios to report criminal activity spotted in the course of their work, appeared to be especially effective.

☐**Security surveys,** in which the police inspect homes and businesses and recommend appropriate anti-crime measures. The return has been high: individuals who followed the recommendations proved less likely to be burglarized, and the security surveys also seem to have improved police-community relations.

☐**Property-marking projects** (often called "Operation Identification") also seem to reduce the risk of burglary for those citizens who take part in them, though not for the community at large.

Despite such precautions, citizens inevitably fall victim to crime, and for some of them their problems are just beginning. Increasingly, we find that large numbers of Americans prefer to "cut their losses" rather than report a crime to the police and risk incessant demands on their time as the case winds slowly through the system. In Milwaukee, for example, researchers found that 37 percent of the crimes suffered by one group of victims were never reported. (LEAA victimization surveys show that the proportion may be much higher.) The Milwaukee victims cited their most common problems as: 1) the original property loss, 2) mental or emotional suffering, and 3) lost time and income, for those who subsequently became involved in the criminal justice process.

The researchers called for new or better procedures for compensating victims and witnesses, for reducing the fear of retaliation, and for more efficient scheduling of court appearances. One of the major recommendations was an Office of Citizen Justice Advocacy. Operating on a county basis, this office would serve as a victim-witness ombudsman, addressing such problems as lost wages, transportation to the courthouse, threats or intimidation, and the frustration that so often is part of criminal justice proceedings.

The Milwaukee survey included 1,775 victims and 1,225 witnesses. A wealth of insights were gained from the study:

☐Contrary to popular opinion, the elderly are not victimized more than other citizens, nor do they take more precautions against crime.

☐Of those citizens who took special precautions after their first victimization, about one-third purchased guns.

☐About half the victims feared they would be victimized again within a year.

☐In general, those who had suffered through more than one crime tended to be more pessimistic about their chances of future victimization, and were somewhat more likely to have reported the crimes.

Crimes of Concern to the Community. A final concern of the research program in this area is to shed more light on crime itself—particularly those crimes which the community finds most objectionable, or toward which community attitudes are changing.

Forcible rape falls into both categories. Sexual assault is the most rapidly increasing violent crime in the United States; rape is

especially traumatic for the victim and especially difficult for the criminal justice system to cope with; and the treatment of rape victims, by police officers and prosecutors, has been sharply criticized in recent years. To help society deal more effectively with this troublesome crime, the Institute funded a major two-year study.

During the first year, the researchers conducted the first national surveys of how criminal justice agencies actually deal with rape cases. The responses from police and prosecutors confirmed a trend toward more compassionate treatment of rape victims. Many police departments, for example, assign female officers to these cases or provide special training to their investigators. Overall, prosecutors' offices have been slower to innovate, but they too have adopted improved approaches in many major jurisdictions.

The surveys also yielded intriguing insights into the crime of forcible rape. Responses varied, but a general description of the "typical crime" can be tentatively sketched:

☐The victim and the suspect are total strangers.

☐The victim reports the crime to police within an hour of its occurrence.

☐Although she did not know her assailant beforehand, the victim is able to identify him if she sees him again.

☐The alleged assailant has a prior record of sexual offenses and probably is known to the police.

☐The victim is likely to have received physical injury.

Interviews with 100 rape victims in Seattle led to the preparation of a handbook to be published by the Institute late in 1977. Intended for distribution to rape victims, the booklet tells them in simple and clear language what they can expect—from medical examiners, from police investigators, and from prosecutors and defense attorneys—as a case moves through the criminal justice system. The text also alerts the victim to the medical, legal, counseling, and other social services that may be available.

In addition to the handbook for victims, the project will result in manuals for patrol officers, sex crimes investigators, and prosecutors; discussions of administrative and policy issues, for both police and prosecutors; and an analysis of the legal issues surrounding rape. Publication of these reports is scheduled for mid-1978.

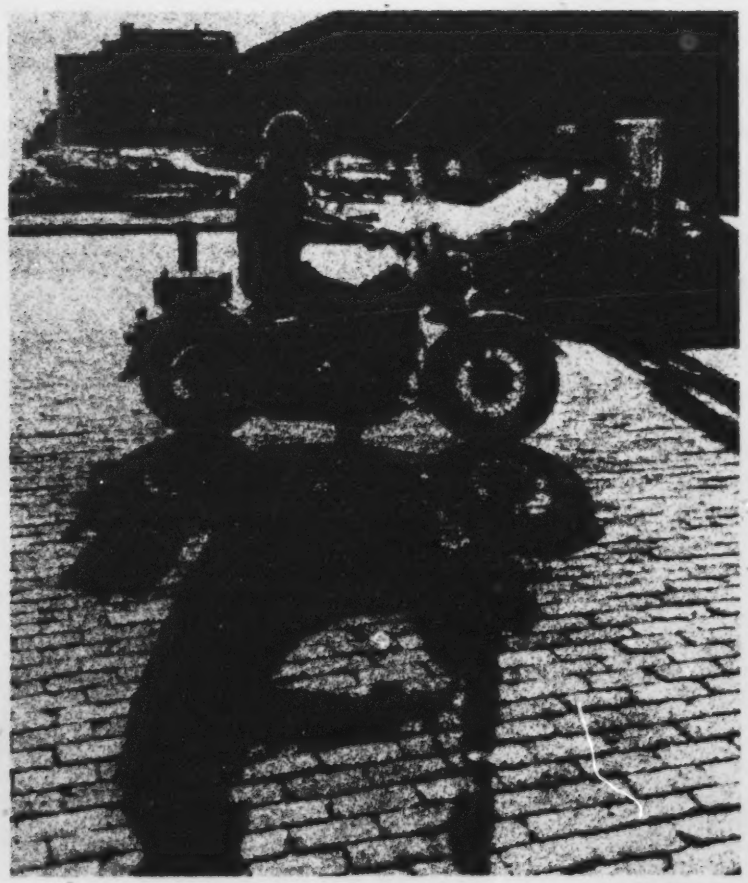
Research projects are also underway with respect to gambling, the rackets (bookmaking, numbers, and loansharking), and consumer fraud. As a "victimless" crime, **gambling** poses unique problems for law enforcement, especially now that many states have turned to lotteries and other betting operations to augment revenues. An Institute-sponsored study of gambling enforcement practices in 17 cities showed a need for clearer priorities, greater specialization, more coordination, and stricter accountability in criminal justice agencies. Some of the findings have challenged recent assumptions about the tolerance of gambling activities:

☐Legalized gambling does not allow more resources to be dedicated to fighting other crimes, for the simple reason that the resources deployed against gambling are low to begin with.

☐There is no substance to the view that citizens lose respect for the police when they enforce anti-gambling laws—the public loses confidence when the police *fail* to enforce laws, not when they enforce them.

☐There is little evidence for the argument that legalized gambling will divert revenues from organized crime.

3
POLICE:
New Perspectives



Compared with the state of the art just a decade ago, the study of policing has made significant progress. While not yet at the level of a true science, police methods are increasingly the subject of research and experimentation. Old traditions are being challenged and the value of new knowledge and insights is more widely recognized.

New Approaches to Patrol. The patrol function is universally the most costly item in the police budget—yet, despite its importance, patrol has traditionally been one of the least-examined areas in police work. That situation is changing radically, as pioneering studies question the assumptions that have guided patrol operations until now.

In the typical department, uniformed officers are assigned to a definite geographic area, which they patrol on a random basis. They are expected to intercept crimes in progress, to respond quickly to citizen calls for service, and—by their highly visible presence—to reassure the residents and to discourage criminal activity. Research findings, however, suggest that the randomly patrolling officer has a very small chance of intercepting a crime, that casual clothes or blazer jackets may actually

increase the sense of a police presence in the community, and that response time may not be the critical factor it was once thought to be.

In Delaware, the Wilmington Police Department last year concluded a study of a promising variation on traditional preventive patrol. The patrol division in Wilmington (pop. 80,000) was split into two parts. A "basic response force" of 70 officers answered virtually all citizen complaints and calls for service, undertaking no patrol duties. Depending on the time of day, this force had between 5 and 12 cars at its disposal, many of them occupied by a single officer. They answered calls on a priority basis; when necessary, citizens making low-priority calls were alerted to the fact that an officer would not reach them for up to 30 minutes, and were told why.

Meanwhile, a "structured crime prevention force" of 27 officers was given the entire responsibility for preventive patrol, answering calls for service only in emergencies. In addition to high-visibility patrol, these officers undertook plainclothes patrol, stakeouts, surveillance, and decoy operations. They also conducted the immediate investigation of most felony incidents, and were responsible for following up those investigations.

An outside evaluation of the Wilmington experiment reached these conclusions:

☐ Productivity in answering calls for service was increased by more than 20 percent, without any major adverse effects. Most citizens were willing to tolerate delays, provided they were told in advance.

☐ The productivity of the crime prevention force likewise increased—though partly at the expense of the detective division. Cases cleared by the patrol division jumped 105 percent while clearances in the detective force dropped by 61 percent. Initially, this development caused friction between the two divisions, because patrol officers were handling cases formerly assigned to detectives. The problem eased as the experiment progressed.

The Wilmington experience also suggests that the split-force system served to increase accountability in the patrol division; that single-officer cars need not compromise officer safety, since a back-up unit is available when needed; that there is a scarcity of patrol techniques that bear effectively on crime prevention, as opposed to apprehension; and that "demand management" is a potentially effective way to deliver police services, since 86 percent of all calls are not critical in nature.

For its part, Wilmington seems to have made a judgment on the effectiveness of the split-force patrol: the police department decided to continue split-force patrol as standard operating procedure.

Women on Patrol. Patrol stereotypes are also being questioned by women who would like to see this customarily male occupation opened up to members of their sex. Only recently have enough female officers been assigned to patrol duty to allow valid studies of their performance. The existing research in this area indicated that there is little difference between the sexes in terms of policing styles and effectiveness, and last year the Institute received the results of a study which tends to confirm this conclusion. In New York City, 41 women and 41 men were "twinned" according to such factors as their seniority on the force, their patrol experience, and the type of precinct to which they were assigned. Some of the major findings from a comparison of their performance:

☐ The women's style of patrol was almost indistinguishable from the men's. They tended to choose the same techniques to gain and keep control of a situation, and they were neither more nor less likely to use

force, to display a weapon, or to rely on a direct order.

☐ Civilians rated the female officers as more competent, pleasant, and respectful than their male counterparts.

☐ The women, however, were slightly less active and less likely to engage in strenuous physical activity. They took sick leave more often, seemed reluctant to assert themselves in patrol decision-making, and were credited with fewer arrests. In dealing with the public, too, the female officers were less likely to engage in control-seeking behavior, and were slightly less successful in gaining and keeping control of civilians.

The researchers noted that some of these disparities vanished when the women were assigned to patrol with female partners, or when they were assigned to precincts in which the supervisors were particularly receptive to their presence. Some differences remained even then, however.

A New Look at Response Time. Wilmington's experience that citizens will accept reasonable delays in answering their calls—if they are told beforehand when to expect police—buttresses an on-going study of police response time in Kansas City, Missouri. There, 949 serious crimes were analyzed to determine the importance of response time with respect to arrest outcomes, availability of witnesses, citizen satisfaction, and the injuries received by citizens during the commission of a crime. Among the major findings:

☐ Nearly half the total response time—from the moment the citizen was free to call the police to the moment an officer began the investigation—was consumed by citizen reporting. The median time for reporting a major felony was 6 minutes and 17 seconds. The dispatch time was 2 minutes and 50 seconds, and the police travel time was 5 minutes and 34 seconds.

☐ Delays in reporting were due primarily to voluntary actions by citizens—telephoning another person or investigating the crime scene, for example—rather than problems in reaching the police.

☐ Of the Part I calls analyzed, 62 percent were "discovery" crimes—a citizen comes home after work to find his home has been burglarized. In these cases, rapid police response does not increase the probability of arrest or locating a witness.

☐ In the other 37.7 percent of Part I crimes surveyed, a victim or witness was involved during the commission of the crime. But only half of the involvement crimes were reported within five minutes. Because of these delays, the probability of arrest due to rapid response was "virtually nil," according to the project report.

☐ As in Wilmington, citizens in Kansas City were satisfied with police response time if it conformed to their expectations.

The findings may have important implications for police department budgets. In recent years, large sums have been spent on technological innovations that promised to reduce delays in police response time, on the theory that prompt response would increase arrests. The "911" telephone systems adopted in several large cities are a notable example. The Kansas City researchers concluded that the 911 systems may indeed be valuable for administrative or psychological reasons—but that they are likely to have only a small effect on response time. For whatever reason (the citizen may be immobilized by injury or emotional trauma) the time it takes to reach the police dispatch is insignificant, compared to delays encountered before the call is actually made.

In the second stage of the Kansas City study, the data on 6,000 less-serious Part II incidents will be analyzed to see if the findings hold true in these cases as well. Another

report from the project will trace the prosecution and disposition of suspects arrested on-scene or through subsequent investigations of Part I and II crimes.

Improving Criminal Investigations. A more realistic picture of the detectives' role also is emerging from research findings. An Institute survey of criminal investigations in more than 150 police departments led to these conclusions:

- ☐ More than half of all serious reported crime received only superficial attention from investigators.
- ☐ Most of the investigator's time is taken up by cases that experience indicates will not be solved.
- ☐ The single most important determinant of whether a crime will be solved is the information supplied by the victim to the officer answering the call.
- ☐ Where a suspect is not identified in the initial report, but the case is eventually solved, the credit generally goes to routine police procedures rather than to specialized detective work.

A corollary study in Oakland, California, showed that cases can be screened to identify those warranting continued investigation, thus permitting a police department to concentrate its resources where they will do the most good. Building on these results, the Institute developed a model program in Managing Criminal Investigations (see chapter seven). Detailed handbooks, a training program, and field tests are part of this effort to improve the investigative process.

Meanwhile the Institute is sponsoring a number of research and development projects in this area. A test of **lie detector reliability,** for example, has shown that polygraphs give remarkably consistent results in criminal cases, even when dealing with psychopathic personalities. In British Columbia, polygraph tests were administered to 48 male prisoners, all of whom were convicted felons and half of whom were clinically diagnosed as psychopathic. Prisoners were told to "steal" money from a room that was off limits to them, and then to deny the theft; anyone who was able to deceive the polygraph was given a $20 bonus. The principal investigator reported that the tests were 95.5 percent accurate. In another experiment, polygraph tests were administered to 102 individuals in Utah and Nevada who were suspects in cases ranging from drunk driving to first-degree murder. When actual judicial outcomes were compared to the polygraph results, they coincided 88 percent of the time.

For several years the Institute has been supporting the development of a computer-aided system to speed the retrieval of photographs from a police library of **mug shots,** a time-consuming task which can lead to witness fatigue, confusion, and consequent mistakes in identity. A prototype was designed that could choose a small number of photos closely resembling the description of a suspect. A more advanced system has now been designed, suitable for installation and operation in a police department. It not only retrieves look-alike photographs, but also provides information on height, weight, age, sex, race, criminal record, and other characteristics. The system adapts to different mug-file libraries and filing systems.

Other investigative tools are currently being improved. The identification of human hair, semen, and blood is an especially promising part of the Institute's program in **forensics,** and technological breakthroughs were achieved in the first two areas last year. An earlier breakthrough—a test to identify gunshot residues—proved itself in over 100 actual cases in 1977. The Institute is also engaged in an effort to upgrade Federal, state, and local crime laboratories by developing standards and

proficiency tests for their personnel. In a survey of 240 labs last year, it was found that most of them do an excellent job when it comes to identifying a specific substance--blood types or drugs, for example—but that many are less accurate when given a typical crime scenario of two or three different items. The test results underscored the need for a certification program for crime laboratories.

Managing the Police. In addition to improved techniques for investigation and patrol, the police also need systems for their internal management. Because management practices rely heavily on tradition, rather than objective assessments of alternatives, the Institute is attempting to expand knowledge about specific programs and practices.

Corruption, for example, is dealt with only superficially in most police textbooks. Accordingly, there is no adequate typology for corruption in police work, nor any analysis of anti-corruption strategies: the police administrator is virtually on his own in confronting this critical problem. Yet the possiblity of corruption always exists. As individuals, police officers are no more given to corruption than any other civil servant, but the nature of police work presents the officer with significantly greater opportunities—and pressures--to accept bribes and payoffs. Any city, large or small, is vulnerable, as is evidenced by the internal affairs sections that exist in all sizeable departments. The Institute is now in the second stage of a major study of police anti-corruption management practices. An analysis of reform practices in selected cities also was completed last year.

A related problem is internal **police discipline.** Police officers are regularly exposed to situations that may result in accusations of improper conduct. Effective standards, well administered, may help to reconcile the often conflicting needs for accountability and for procedural protection. In an earlier study, the International Association of Chiefs of Police developed a set of prototype rules of conduct. These rules are now being field-tested in Denver and Albuquerque to assess their effectiveness in an operational setting.

Other Institute research projects in the area of police management are directed at such questions as these:

☐ The effect of "the sociology of the precinct"—a code of rules developed in a unique social system—upon the operations of the department.

☐ The opportunities and pitfalls in contracting for the delivery of law enforcement services from a neighboring agency.

☐ How to develop systems for handling the large volume of social service cases that come to the attention of the police.

☐ The positive and negative effects of civil service systems on police operations.

☐ How to cope with police strikes and labor disputes.

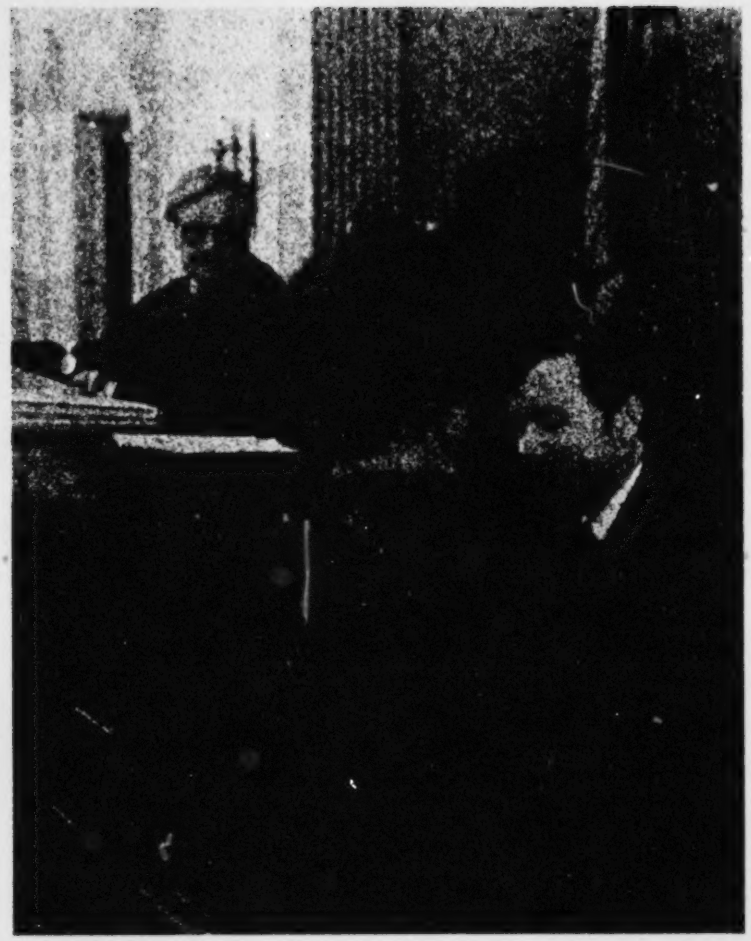
Safeguarding Police Lives. In 1977, the FBI reported that 91 police officers were killed in the line of duty. That figure represents a continuing decline in police deaths since 1973. It seems likely that the growing use of a new soft body armor has contributed to the improved safety picture for police officers.

The Institute has completed field tests of the lightweight body armor it began to develop in 1972. Officers in 15 cities across the country—from Portland to Miami—were equipped with some 5,000 garments. On the basis of data from the field tests and other information supplied by police departments around the country, evaluators found that a total of 18 fatalities were prevented in 1976 as a result of the armor—two among the test participants and 16

among non-participating officers wearing commercially-available garments.

The evaluation results showed no evidence of a "superman syndrome," in which an officer wearing the armor might unnecessarily expose himself to danger.

4
ADJUDICATION: Streamlining the Courts



Since its inception, the Institute has endeavored to obtain a better understanding of the problems facing the courts, with emphasis on the reasons and possible remedies for court delay. More recently, this priority has been linked with efforts that could lead to greater fairness and consistency in the judicial process. Many of these projects are now beginning to return useful findings.

The PROMIS Project. In 1971, with LEAA funding, the U.S. Attorney's Office in the District of Columbia adopted a new information system in its Superior Court Division. The computerized system was dubbed PROMIS, for Prosecutor's Management Information System. It allowed every case to be tracked from initial charge to final disposition, enabled the prosecutors to assign priorities to all pending cases, performed such housekeeping services as preparing court calendars, issuing subpoenas, and warning of possible bail jumpers—and created a data base with research potential. In 1974, therefore, the Institute funded an analysis of the information that was being generated in the District of Columbia. This task is now almost complete.

Over a 56-month period, the PROMIS data revealed, half of the "street crime"

cases in Washington involved defendants who had been arrested at least once before. Even more disturbing, 26 percent of the felony arrests in one year involved individuals who were still on bail, probation, or parole from a previous offense. Following the release of these findings, trial court judges in Washington adopted new procedures to speed the revocation of probation when an offender commits a new crime.

When the researchers looked at how often the same individuals were arrested, prosecuted, and convicted for crimes of violence during the same period, they came up with these statistics:

☐Of those who were arrested, 18 percent of the offenders accounted for 35 percent of the arrests.

☐Of those prosecuted in Superior Court, 17 percent of the defendants accounted for 33 percent of all prosecutions.

☐And of those convicted, 7 percent accounted for 14 percent of all the convictions.

After tracking a sample of defendants through nearly five years, the researchers concluded: "the extensiveness of criminal history (regardless of whether expressed in terms of arrests, prosecutions, or convictions) seems to be a good predictor of future criminality." The researchers also found that offenders do not observe the legal distinctions made by legislators and jurists—a significant percentage switch between felonies and misdemeanors, and between one type of crime and another.

PROMIS also gave a new perspective on why the criminal justice system looks so different to the general public than it does to the prosecutor's office. In cases of aggravated assault, for example, 88 percent of those brought to trial in 1973 either pleaded guilty or were convicted on the evidence. Yet cases drop out of the criminal justice system at each preceding stage: the conviction rate for *indicted* defendants was 81 percent; for those cases *accepted for prosecution* it dropped to 37 percent. Even more cases are dismissed after the initial *screening by prosecutors* and, of course, many reported crimes are never *cleared at the police precinct*. Concluded the PROMIS researchers: "the sobering reality is that the performance of the agencies—as a system—was much more modest than might be inferred from the figures above: less than 7 percent of all aggravated assaults led to a conviction."

The PROMIS data bank contains the name, badge number, and assignment of the police officer who made each arrest, as well as the prosecutor's or judge's reason for dismissing cases brought by the police. Researchers could assess the results of police clearances, as opposed to their sheer volume. Perhaps the most striking conclusion was that 368 officers—about 15 percent of the 2,400 officers who made arrests—accounted for more than half of all arrests in 1976. Another finding of interest was that female police officers compiled a good arrest record in the survey year.

Similarly, prosecutor performance could be assessed by the PROMIS data. As pointed out above, a defendant's criminal history seems to be a good predictor of future criminality, yet the researchers found that prosecutors placed very little weight on criminal history in deciding whether to concentrate on one case rather than another. Since the survey year, the U.S. Attorney's Office and the Washington police have adopted Operation Doorstop, in which career criminals are given special attention.

Altogether, the PROMIS data bank has proved to be a useful research resource. Four reports out of a projected 13 were published in 1977:

☐*Highlights of Interim Findings and Implications.*

☐*Expanding the Perspec-*

tive of Crime Data: Performance Implications for Policymakers.

☐ *Curbing the Repeat Offender: A Strategy for Prosecutors.*

☐ *What Happens After Arrest? A Court Perspective of Police Operations in the District of Columbia.*

Federal-State Cooperation. According to a study recently completed in Illinois, the dual court system in the United States provides yet another opportunity for cases to drop out of the system between arrest and trial. Here the object was to provide a detailed picture of the Federal criminal justice system in the Northern District of Illinois, with particular attention to the Federal prosecutors' relations with their state and local counterparts. Among the factors examined were caseflow, deferral for state prosecution, arrest patterns, and jail populations. The researchers relied primarily on written—and mostly non-public—records.

Only about 16 percent of all the matters referred to the U.S. prosecutor ever resulted in prosecution, the researchers found. The reverse was also true: cases referred to state prosecution were seldom followed up, and more often than not were never brought to trial.

The study has significant implications for criminal justice planners, for such a low prosecution rate may well have an effect on the nature and frequency of serious crime. A caseflow analysis and possible reasons for the low prosecution rate will be contained in the final report.

Plea Bargaining. The practice of plea bargaining, in which a defendant pleads guilty to a lesser offense in return for a negotiated sentence, has often been condemned. Some critics have called for its outright abolition, and in one state the practice has in fact been banned by administrative action (see Chapter 6). Yet prosecutors, especially in large cities, argue that without the plea bargaining mechanism, their trial backlogs would be overwhelming.

In an effort to obtain a profile of plea bargaining as it actually exists throughout the United States, the Institute has funded a study of more than 30 jurisdictions and their experiences with the practice during the past decade. Six of these jurisdictions have been subjected to intensive study: Seattle, Tucson, El Paso, Norfolk, New Orleans, and Delaware County, Pennsylvania. Interestingly enough—and despite the argument that plea bargaining is a response to court backlogs in large cities—the researchers found little correlation between the population of a jurisdiction and its dependence upon negotiated pleas.

Among the other preliminary findings:

☐ Few judges focus on establishing the legal basis for a plea, concentrating instead on the factual basis of the case, when a defendant appears before them.

☐ Most judges will allow a defendant to withdraw his or her plea if the sentence proves to be harsher than agreed upon during plea negotiations.

☐ Most prosecutors do not have guidelines for their assistants to follow during plea negotiations, nor do they have systematic procedures for reviewing the decisions reached during these negotiations.

The study is scheduled for completion in mid-1978.

Alternatives to Adjudication. For many observers, a more palatable solution to court backlogs is to take large numbers of cases out of the courts altogether, settling them in administrative tribunals, through neighborhood dispute-settlement centers, or in other alternatives to conventional adjudication. The Institute is currently funding several studies in this area, including an actual test

of dispute settlement in three cooperating cities.

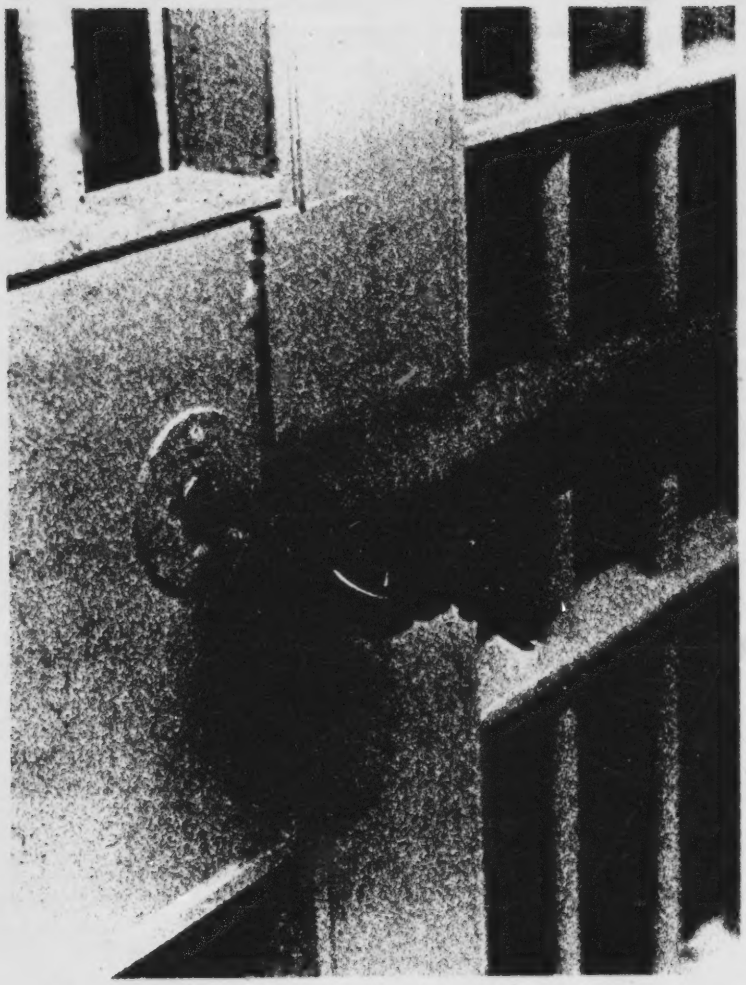
One study was completed last year with the publication of *The New Justice*, a summary view of more than 70 alternatives identified by a team from American University. The researchers found that, in the United States, only a small portion of all cases are affected by the existing alternatives to adjudication—and those tend to be limited to the misdemeanor courts and to non-violent crimes. The alternatives were found to have disadvantages of their own, which might prove to be as troublesome as the system they are meant to replace. For example, most alternatives tend to expand society's control over individual lives, and to rely heavily on the discretionary power of police officials and other authorities. Furthermore, they have the effect of depriving both society and the individual of their "day in court"—a symbol which cannot lightly be discarded. However, the researchers concluded that the alternative mechanisms were especially appropriate for handling traffic and other administrative offenses, and for settling the disputes that arise in family, school, work, and neighborhood situations. A handbook for planners and practitioners interested in adopting alternatives to conventional adjudication also was published last year.

Meanwhile, researchers at the University of Southern California are in the second year of their study of alternatives that have been used successfully in other countries and which may be transferable to the United States. At the very least, the study should provide a fresh perspective on the problems faced by American courts. In their first year, the researchers identified about 20 alternatives for handling civil and criminal cases in other industrialized countries; in 1977, the study was narrowed to four especially promising techniques. These were community mediation, prosecutorial practices, "rentalsman" (an agency for resolving landlord-tenant disputes), and compulsory mediation.

Three tasks remain to be completed in the project. First, the researchers will estimate the current level of judicial resources in this country that are devoted to cases amenable to settlement by other means. They will then make an in-depth study of the advantages and disadvantages of the most promising foreign alternatives. Finally, the USC team will develop cost estimates for replacing traditional adjudication with the alternative mechanisms.

Through its testing and development program, the Institute is also funding three Neighborhood Justice Centers on an experimental basis. These centers—established in Atlanta, Kansas City, and Los Angeles—will provide mediation and arbitration services for citizens who agree to have their disputes settled in this fashion, rather than go through expensive and time-consuming litigation. The mediators will be community members with special training in dispute settlement. The centers were scheduled to begin operations in the spring of 1978, and will be evaluated for their effectiveness in attracting clients, arriving at fair and lasting resolutions, providing prompt and economical service, and providing a satisfactory resolution for those who are served by them—or at least a resolution as satisfactory as would have been attained through conventional adjudication.

5
CORRECTIONS:
A System in Transition



From its beginnings as a reform movement, the correctional system has been shaped and reshaped by changes in society's attitudes toward crime and criminals. The first great change was inspired by the Quakers, who regarded prisons not as punishment cages but as cells for repentance—hence the name, "penitentiary," which is still attached to many of our correctional institutions. More recently society has begun to look upon these institutions as clinics in which all but the most hardened criminal could be rehabilitated—hence the very name of the system, "corrections."

Today another realignment is taking place, stimulated not only by public disenchantment but also by research. Armed with findings that question such fundamentals as the goal of rehabilitation, scholars and practitioners have begun to rethink the purpose and methods of the correctional system. As yet there is no consensus. Some critics recommend specific reforms, while others contend that entire segments of the system—such as parole—should be abolished outright.

In this transitional period, the Institute's research program in corrections is concerned with theory and practice, with fundamental changes and specific reforms.

Overcrowding and Public Policy. Overcrowding is one of the most pressing problems faced by correctional administrators, who are concerned about its effects on order in their institutions and on the health and safety of the inmates. In the Crime Control Act of 1976, Congress directed the Institute to survey existing and future needs in the nation's jails and prisons. The Institute submitted its report on September 30, 1977, entitled *Prison Population and Policy Choices: A Preliminary Report to Congress*. The study contains data on the current populations of Federal and state prisons; their future populations, as projected by four different techniques; the capability of the institutions to house their current and projected populations; and the probable impact of Federal and state construction plans. A later report will provide similar data for local jails.

The key findings:

☐On a nationwide basis, the number of prisoners on June 30, 1977, exceeded "rated capacity" by 21,000 inmates, or about 8 percent.

☐U.S. prisons currently have a rated capacity of 262,768. If existing facilities are not downgraded, and if all currently reported construction, renovation, and acquisition plans are carried out by 1982, rated capacity should rise to 325,000. This figure exceeds the present prison population by 14 percent.

☐During the past six years, prison intake increased by almost 39 percent, with a resulting rise in prison population. In 1976, however, the intake exceeded that of 1975 by only 1.3 percent. If this abatement continues (and if time served does not increase) we can expect the inmate population to stabilize within two or three years.

☐Forecasts for 1982 can be based on several different premises, yielding prison populations that vary from a low of 284,000 to a high of 384,000. Depending on the assumptions that are made about current trends, therefore, the existing construction program may accommodate the entire increase or only half of it.

The report also includes a number of scenarios which estimate the effect of sentencing and policy practices—the trade-off between public policy and prison capacity. This information will be especially useful for legislators and administrators concerned with overcrowding in correctional institutions.

Meanwhile the Institute is proceeding with a number of research projects that explore implications for prison capacity in the future. Among them:

☐An evaluation of the **impact of "flat" sentences** in Maine, the first state to abandon indeterminate sentences in favor of those with a fixed term. At issue in the study are the effects on institutional populations and staffing practices, and on such related matters as split sentencing, executive clemency, restitution, and community-based corrections.

☐A study by the American Bar Association of **judicial intervention** in the operation of state correctional institutions. The researchers found that such intervention usually has a beneficial impact on the inmates' lives and also tended to decrease public resistance to prison reform, but that such an approach tended to be effective only in cases of gross abuse or potentially illegal or unconstitutional practices.

☐An examination of **alternatives to traditional parole.** Once seen as a major reform, parole is now challenged as unable either to help the ex-offender or to protect the public, and many observers would like to see it abolished altogether. The study, now nearly completed, is assessing parole reforms and their potential impact on the criminal justice system.

☐A study of **prison environments and inmate survival**, just completed, which

represented a first attempt to develop techniques for matching prisoners with the institutional settings in which they are least likely to be victimized by other inmates.

The 'Free Venture' Prison Shop. Prison industries have long been a feature of the nation's correctional system, intended both to offset the cost of incarceration and to train offenders for employment after their release. Generally, neither goal is accomplished. The products of the typical prison shop—license plates are a common example—could probably be obtained more cheaply from the private sector, and the skills required in their manufacture are seldom relevant to the open job market. In 1975 the Institute funded a study of prison industries in seven states. Some of the findings:

- ☐ Workdays were absurdly brief. After interruptions ranging from counseling to haircuts, the typical prison worker put in about 3 1/2 hours on the job.
- ☐ Wages provided little incentive for job performance. The typical prison industry paid its workers no more than $1 per day.
- ☐ Work assignments tended to be based on the offender's prison record instead of his or her suitability for the task.

The researchers developed a "Free Venture" model, intended to transform the prison shop from a make-work activity to a facsimile of a business enterprise in the outside world. Inmates are "hired" for jobs involving a seven- or eight-hour workday, and are paid wages commensurate with their skills. As productivity and profits increase, so do wages paid the workers. (Once the inmates reach a certain wage level, they pay 25 percent of the excess into a prison fund. This money is used to expand job slots in the prison industry, to provide job placement and other services for Free Venture workers after their release from prison, and to pay temporary stipends to those who cannot find work.) Within limits, inmates can even be discharged for poor performance.

In 1976, LEAA earmarked $2 million to support three states in reshaping their prison industries, and to provide technical assistance to these and other states interested in the Free Venture model. With its grant, Connecticut is expanding prison work opportunities to include a print shop, an optical laboratory, a microfilm service bureau, and a tire recapping business. Illinois is expanding a mattress shop and a plant for refinishing and upholstering furniture; facilities will also be added in graphics, data programming, and auto body repair. Minnesota, which has already taken steps to modernize its prison industries and to involve the private sector, is using the funds to add work opportunities in school bus repair and other new industries.

Both prison officials and inmates appear to be responding positively to the Free Venture program. In some cases, the charge-back provision—the levy on wages above a certain point—has been modified and used to support an offender's family or to pay taxes, thus reducing the cost to society of maintaining that individual in prison. Some difficulties have arisen: financial and political considerations have generally made it impossible to match inmate wages to those prevailing in the private sector, and some states have restrictions against selling prison-made products on the open market.

Minnesota may have solved some of these difficulties by a state law which permits manufacturers to rent space from a correctional facility, where inmates can then share the work opportunities with employees from the local labor force. This variation would be assessed under a proposed Institute evaluation of the Free Venture approach, which will

look at its impact on prison tranquility, its economic return, and the performance of its workers after they are released from prison.

Jobs for Ex-Offenders. Although the precise relationship between unemployment and crime is yet to be defined (see Chapter 1) many programs have sought to change an ex-offender's behavior by helping him to find a job. Last year, an assessment of more than 250 such programs found that little is known about the types of services that seem most effective or about the best method for providing any given service.

Few programs have been carefully evaluated, but the available analyses usually indicate that those who receive employment services have lower rates of recidivism than are commonly thought to occur for ex-offenders as a group. However, it is difficult to determine the extent to which successful results can be attributed to the program or to other causes, because few studies compared the experience of program clients with those of similar groups of non-clients. Similarly, many programs reported that the majority of clients are successfully placed. But mere placement or rearrest data offer only a limited measure of impact. Clearly, there is a need for more thorough studies that would examine such factors as the quality of the job, and the seriousness of any crimes committed during the follow-up period.

Measuring the Effects of Correctional Programs. As noted above, researchers studying or evaluating corrections programs are hampered by the lack of standard methods for measuring the effects of a particular approach. The typical yardstick for measuring corrections' effectiveness is recidivism, but there is considerable variation in the way it is used. Recidivism may be based upon arrests or convictions. It may reflect a follow-up period of anywhere from six months to five years. Rarely does the recidivism calculation take into account the relative seriousness of subsequent criminal behavior. As a result it is difficult to make comparisons across studies of correctional programs. A major effort funded in FY 1977 will determine whether a uniform method can be developed that will resolve these problems.

Female Offenders. Between 1960 and 1972, according to the FBI's Uniform Crime Reports, arrest rates for women increased three times faster than those for men. There was an accompanying shift toward more serious crimes by female offenders.

Despite these indicators, nearly half the states still have no correctional facilities designed for female offenders, and even fewer have programs designed to fit the specific needs of women. In 1975 the Institute funded a national study of correctional programs for female offenders. Thirteen states—Colorado, Florida, Georgia, Illinois, Indiana, Michigan, Massachusetts, Minnesota, Nebraska, New York, North Carolina, Texas, and Washington—were included in the survey, which was conducted by the California Youth Authority. Among the findings:

- ☐ The typical woman prisoner is black and under 30.
- ☐ More than 40 percent of women offenders surveyed had jobs in the two months before they were imprisoned. Nearly all had worked at some time in their lives.
- ☐ Most women offenders believe that a woman should work at an outside job, whether or not she has someone to support her. (However, more than half said they would stay at home if their husbands objected to outside employment.)
- ☐ Only a small proportion of female offenders were incarcerated for prostitution. Of the felons, 43 percent had

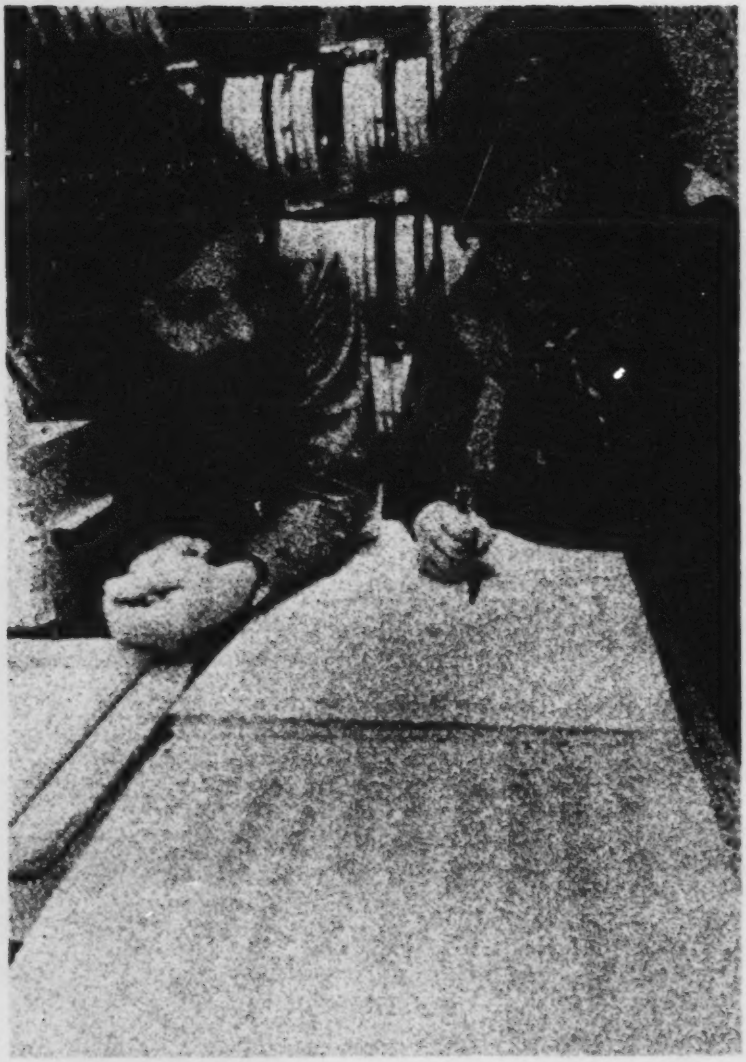
been sentenced for violent crimes such as murder or armed robbery, 29 percent for property crimes such as forgery or fraud, and 22 percent for drug-related offenses.

Surprisingly, the female prisoners were not enthusiastic about vocational training programs—they preferred educational courses that, for example, would teach them office procedures and how to compose a business letter. They recognized that without such skills, the ability to use a typewriter would be of little value on the job market.

Another surprise was that most of the female prisoners ranked high in self-esteem and were optimistic about their futures. Instead of looking upon themselves as "worthless" or "born losers," most agreed that they could control their own lives, could change things for the better, and would be able to find decent jobs when they were released.

The survey involved 1,607 women in 15 state prisons and 42 local jails, and the researchers studied programs and services in a total of 116 correctional institutions. The project's final report, *National Study of Women's Correctional Programs*, was published by the Institute last year.

6
EVALUATION:
What Works . . . and at What Cost?



To the evaluator falls the task of studying action programs in the field to determine whether they have worked as they were meant to work, what conditions have affected their success or failure, and what the costs and benefits have been. Often enough precise answers have been hard to come by. Given the inherent complexities of efforts to deal with crime and the limitations of existing evaluation methods, results frequently may be inconclusive. Thus an important objective of the Institute's evaluation program is to develop new and more effective methodologies. By sharing the available knowledge in evaluation, the Institute also helps state and local evaluators to improve capabilities.

Most of the Institute's evaluation budget is devoted to assessing specific programs and innovations at the Federal, state, and local levels. Included in this effort are the programs of LEAA itself. Thus, in fiscal 1977, evaluations were funded or completed in the following areas:

- The Standards and Goals Program, under which 27 states have formally adopted a set of criminal justice goals. The object of the study is to isolate the factors which promote or hinder change in the state criminal

justice system.

☐The Law Enforcement Education Program, which supports education for criminal justice personnel in colleges around the country.

☐A model program in Managing Criminal Investigations, in which the Institute is supporting five police departments in an effort to improve the allocation of their investigative resources.

☐The seven-year research experience of the Institute. Conducted by the National Academy of Sciences, this study urged greater attention to cumulative research and improvements in administration and quality control.

Decriminalization of Marijuana. The decriminalization of marijuana has been widely debated in recent years. While the debate continues, several state legislatures have reached their own conclusion and have passed laws eliminating or sharply reducing the penalties for the private possession of small amounts of this drug. Oregon passed the first decriminalization statute in 1973. Colorado and Ohio followed in 1975; California, Alaska, Minnesota, and Maine in 1976; and South Dakota last year. To give policymakers an analysis of the issues involved, the Institute funded a study of state policies and penalties.

Although the penalties for marijuana use differ substantially in the remaining 42 states, it is uniformly classified as a criminal offense involving substantial fines, possible incarceration, and permanent criminal records for those found guilty. Nevertheless, researchers found, marijuana has become the third most popular non-medical drug in the United States, following cigarettes and alcohol. Over 37 million Americans have tried the drug at least once, or more than one out of five citizens over the age of 12. The trend toward increased use was quite evident during the past decade, although there are indications that the pattern of use may now be leveling off.

One of the principal issues in the decriminalization debate is whether that step will tend to encourage the use of marijuana. California was the only state to survey usage patterns before and after decriminalization; except in Los Angeles, public officials were unanimous in agreeing that no increase had taken place. Data from Oregon since decriminalization showed no increase in use during the first two years. A third-year study did show an increase, though not to a level above that of other West Coast states. Concluded the researchers: "This raises the possibility that, although changes in the law may not have an immediate effect, such changes may result in, as well as symbolize, a gradual long-term change in public perceptions regarding the moral, social, and medical propriety of marijuana use. These perceptual changes may in turn affect usage patterns."

Until 1975, marijuana-related arrests increased significantly faster than use, reaching a level in excess of 400,000 that year. These arrests accounted for 70 percent of all drug-related offenses. Since decriminalization is not the same as legalization, arrests are not necessarily reduced under the new laws. However, the data from the decriminalized states indicate a decrease in arrests following the implementation of their laws, with related savings in personnel, resources, and public costs. The magnitude of the savings is not uniform, since the laws vary: a state with a mandatory citation procedure, for example, is likely to save more than one which follows a complete arrest and booking procedure. Together with any savings in arrest costs, of course, go the associated savings in evidentiary hearings and trial costs, incarceration costs, and probation and parole costs. The researchers

suggested that the total dollar savings would probably be "substantial."

As for the medical dimension, the evaluators concluded after a literature survey that "the preponderance of evidence shows that marijuana is not physically addictive, and in infrequent or moderate use probably does not pose an immediate substantial health nazard to the individual"—no worse, that is, than alcohol and tobacco. Among the medical unknowns, however, are the effects of marijuana on genes, sexual hormones, lung tissue, and unborn children.

The evaluators also looked at the political and other factors bearing on the decision to decriminalize. *Marijuana: A Study of State Policies and Penalties* was published last year in an executive summary and two volumes of findings and case studies.

Other Legislative Experiments. Similarly, the Institute is studying the effects of innovative criminal justice legislation in other states, including:

☐ **New York drug laws.** While several states were decriminalizing one of the milder drugs, the New York legislature took the opposite approach and enacted stiff new penalties for most drug offenses. The new legislation also restricted the discretion of prosecutors and judges, thus lessening the chances that a drug offender could bargain for a sentence that did not involve incarceration.

An evaluation of the New York drug laws was completed last year. Overall, the evaluators found that the new legislation had not achieved its objectives in its first three years: heroin use, for example, was as widespread in New York City in 1976 as it had been in 1973, when the "get-tough" laws were passed. Neither was there any significant impact on the patterns of drug abuse or drug-related crimes in New York City, as compared to other large East Coast cities. Court backlogs and other effects on the criminal justice system did tend to decrease over the three-year period, but even in this respect the new legislation does not appear to have been cost-effective. A final report on this study was published last year under the title of *The Nation's Toughest Drug Law: Evaluating the New York Experience.*

☐ **Massachusetts gun laws.** With much the same intent, the Massachusetts legislature enacted mandatory jail sentences for the illegal possession and carrying of firearms, with no plea bargaining allowed in these cases. An evaluation by the Boston University Center for Criminal Justice is concentrating on the impact of these judicial restrictions on the criminal justice process, as well as on the frequency of gun-related crimes. The study will continue through mid-1978.

☐ **Elimination of plea bargaining in Alaska.** While the abolition of plea bargaining is usually a legislative matter, in Alaska it was accomplished by administrative action. The state attorney general prohibited prosecutors (who by law are under his administrative control) from taking part in sentence bargaining. He also severely restricted their flexibility in changing or reducing charges that have been filed. An evaluation of this policy is still in progress, but the misdemeanor portion has uncovered some striking and unexpected findings. The researchers found that, on the average, misdemeanor defendants who actually went to trial under the new policy received dramatically longer sentences than those who pled guilty to similar charges. Before the new policy was instituted, no difference was detected in the sentencing for these groups. Further study will now examine several possibilities: 1) that implicit plea bargaining still exists in Alaska, despite the policy and despite the perceptions of courts personnel; or 2) that under the new policy judges

may be penalizing misdemeanants who exercise their right to trial, or 3) that defendants with more serious records are now going to trial.

New Tools for Evaluation. In the Crime Control Acts of 1973 and 1976, Congress gave the Institute major responsibilities for evaluating the performance of the criminal justice system and the impact of specific laws, programs, and approaches. However, the science of evaluating social programs is still in its infancy. Nowhere is this more true than in the areas of law enforcement and criminal justice. When evaluating the effects of a new program or strategy in corrections, for example, a primary objective has been to determine its impact on the crime rate. Yet so little is known about the relationship between crime rates and the operations of the criminal justice system that such an impact is extremely difficult—if not impossible—to measure. Part of the Institute's program in basic research has therefore been directed toward developing evaluation tools that are less costly and more reliable than those presently available.

One promising approach is the application of a technique known as **stochastic modeling.** This project may give evaluators a more sensitive tool for measuring the impact of criminal justice programs. The model adapts time-series techniques used in industrial process control and forecasting problems to the analysis of fluctuations in crime rates. Although application of the approach to criminal justice policy is still limited, researchers recently used stochastic modeling techniques to analyze the impact of Massachusetts' gun laws.

The investigators postulated that rates for three gun-related crimes would decrease following implementation of the Gun Control Law in April 1975. This law requires a minimum jail sentence of one year for anyone convicted of carrying a firearm without a special license. According to the law, the sentence cannot be suspended and parole cannot be granted until the offender has spent a year in jail.

In order to distinguish deterrent effects of the new law from random or seasonal fluctuations in crime rates, the researchers employed a statistical model which estimates the significance of month-by-month changes in rates. This empirical stochastic modeling procedure was sufficiently sensitive to detect significant shifts in crime rates on the basis of only a few months data.

Using this model, the researchers found that rates for assault with a gun were pushed downward even before the Gun Control Law took effect. The decrease began in March of 1975, a time when the media were devoting intense coverage to the new law. However, this effect proved to be short-lived. Eighteen months after introduction of the gun control law, rates for assaults with a gun had crept back to the level projected on the basis of data from previous years.

In the case of armed robberies, however, the Gun Control Law appears to have had a lasting effect. The armed robbery rate began to decline in February of 1975. Two years later it had stabilized on a lower trend-line.

Homicide rates were not affected by the Gun Control Law in the months following its passage. The researchers suggest that a change in the homicide rate would be expected only after Boston's pool of available firearms has been reduced—a process which could take many years.

The investigators are continuing their analysis of the impact of the Gun Control Law. Results obtained thus far illustrate the feasibility of using stochastic models to evaluate the impact of changes in criminal justice procedures. These methods can provide planners with

early information on the effects of new laws, programs or procedures involving virtually any component of the criminal justice system.

The researchers published a preliminary report of their findings in the *Evaluation Quarterly*, November 1977. Their conclusions on the effect of the Gun Control Law are consistent with those of the full-scale evaluation study now being conducted for the National Institute by the Boston University Center for Criminal Justice.

Assessing Criminal Justice Programs. Research in such areas as stochastic modeling may help to hasten the day when criminal justice evaluation becomes routine in its application and quick in its results. In the meantime, the Institute has developed its National Evaluation Program as a tool to collect useful programmatic information rapidly and inexpensively. The NEP identifies clusters of projects with similar objectives and strategies—halfway houses, for example, or crime analysis units—and subjects them to a preliminary assessment. This "phase one" study is intended to illuminate the key issues, to determine what is currently known about them,and to develop methods

National Evaluation Program

Community Crime Prevention
Operation Identification Projects*
Citizen Crime Reporting Programs*
Citizen Patrols*
Security Surveys*
Street Lighting Programs*
Treatment Alternatives to Street Crime*†

Juvenile Justice
Prevention of Juvenile Delinquency*†
Police Juvenile Units
Juvenile Diversion Programs*†
Alternatives to Juvenile Detention*†
Alternatives to Juvenile Incarceration*†

Courts
Pre-Trial Screening Projects*
Pre-Trial Release Programs*†
Court Information Systems*

Police
Early Warning Robbery Reduction Projects*
Specialized Patrol Operations*
Traditional Preventive Patrol*
Team Policing Projects*
Crime Analysis Units*
Policing Urban Mass Transit Systems*

Corrections
Halfway Houses for Adult Offenders*†
Institutional Furlough Programs
Intensive Special Probation*†
Coeducational Correctional Institutions*
Employment Services for Releasees in the Community*
Institutional Education Programs*

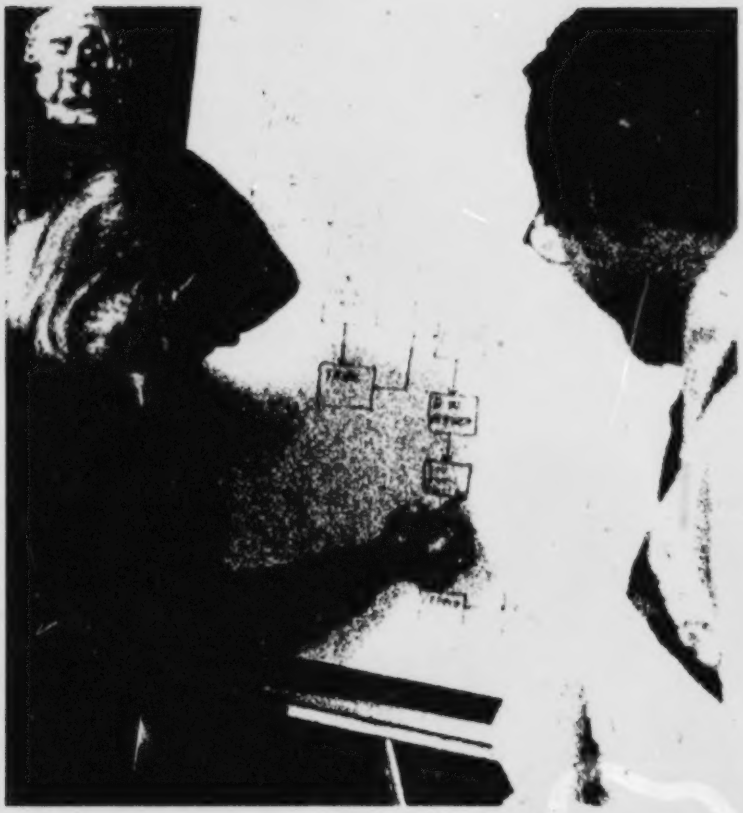
An asterisk (*) indicates that the document is available on loan from the Evaluation Clearinghouse (NCJRS, P.O Box 6000, Rockville, Maryland 20850). In many cases a summary report is also available.

A dagger (†) indicates that this topic has been selected for further research or evaluation.

for more intensive evaluations on both the local and national levels. A "phase one" study is relatively inexpensive and quick. Nevertheless, many projects are examined and a great amount of information is collected and analyzed. The findings are published in summary form for the benefit of state and local decision-makers, who can also review the entire report through the evaluation clearinghouse maintained by the National Criminal Justice Reference Service (see Chapter 7). Last year, seven of these preliminary studies were completed, and two more were funded.

The "phase one" studies are then reviewed in order to identify the most promising as subjects for further evaluation or follow-on research. In 1977, "phase two" evaluations were underway in two topic areas—treatment alternatives to street crime (TASC) and pre-trial release programs—and a study of halfway houses was being planned. Work also began last year to develop a manual for single-project evaluation design, based upon NEP findings to date.

7 RESEARCH UTILIZATION: Bridging the Knowledge Gap



Some Institute studies yield new knowledge that can be developed into programs. Others are more basic in nature, providing increments of information that point the way for further inquiry. Still others offer assessments of actual program experience or suggest new tools for criminal justice research. The challenge is to make the findings accessible to the appropriate audience—be it researchers, practitioners, or policymakers.

This is the task of the Institute's research utilization program. Through it, the Institute analyzes research findings for those that can be converted into practice. It synthesizes results from several studies to formulate programs that can be field tested to determine if wider implementation is warranted. It searches out and publicizes innovative practices that have achieved measurable success. And, through training, special workshops, and information services, the Institute fosters awareness of new knowledge within both the research and practitioner communities.

One example of how this process worked in FY 1977 is the Institute's response to the Attorney General's Neighborhood Justice Center initiative.

Neighborhood Justice Centers. One of the Attorney General's priorities is to improve the mechanisms for resolving citizen disputes—to develop fair, convenient, and economical alternatives to formal court procedures. These centers would handle minor grievances and interpersonal conflicts, thus speeding the administration of justice, saving money for the citizens involved, and reducing congestion in the traditional courts.

The National Institute was asked to design and test appropriate models. As a first step, research and program development specialists reviewed the state of the art in dispute settlement, including:

- ☐ Previous research by the Institute and other agencies.
- ☐ An Exemplary Project dealing with citizen dispute settlement.
- ☐ The experience of other LEAA-funded projects nationwide.
- ☐ On-site reviews of six particularly promising approaches.

From this initial survey, the Institute developed a Program Models report: *Neighborhood Justice Centers: An Analysis of Potential Models* and a design for testing selected elements of the available models in three sites. The test design was refined with the help of Justice Department staff. The resulting program calls for a network of community offices which will attempt to resolve minor disputes through conciliation, mediation, or arbitration. It is to be tested during 1978 in Los Angeles, Kansas City, and Atlanta, with a training program and technical assistance made available by the Institute. Meanwhile, the original Program Models report was published and disseminated so that other interested communities will have access to the best information available.

As a final step, the Institute will evaluate the experience of the three test cities, so that a refined national model can be developed.

Developing Model Programs. As the foregoing example indicates, the first step in program development is to gather and consolidate the best available information and experience on the topic. The Institute draws not only on its own research findings, but also on the experience of successful state and local projects and other research in the field to produce practical handbooks for criminal justice officials interested in adopting similar practices. These manuals also can serve as guides for state and local officials in reviewing grant proposals, evaluating projects and providing technical assistance and are used in the development and design of LEAA action programs.

One series of handbooks covers *Exemplary Projects*—outstanding local criminal justice projects. The program permits the Institute to draw on the experience of the criminal justice community nationwide. Candidates may come from state, local, or private agencies. To be considered for "exemplary" status, the project must have operated for at least a year, must have reduced a specific crime or improved a criminal justice operation or service, and must be adaptable to other locations. After an independent, on-site validation, the most noteworthy projects are selected by a board of LEAA and state planning agency representatives. From more than 430 projects nominated to date, 25 have been designated as exemplary. The successful candidates are publicized nationally, and detailed instructional manuals are prepared, describing project planning, operation, budget, staffing, and evaluation procedures.

Five such projects were named last year: *Community Crime Prevention Program*, Seattle; *Project New Pride*, Denver; *One Day/One Trial Jury System*, Wayne County, Michigan; *Pre-Release/Work Release Center*, Montgomery

County, Maryland; *Mental Health/Mental Retardation Emergency Service*, Montgomery County, Pennsylvania. (See box for descriptions of the projects.)

Another vehicle is the *Program Models* handbook which synthesizes research and evaluation findings and successful or innovative operating practices in a particular criminal justice area. The handbooks present a series of programmatic options or models, analyzing the advantages and disadvantages of each on the basis of available evidence, research findings, or expert opinion. Rather than dictate a single approach, the report helps criminal justice administrators make informed choices in planning, implementing, or improving efforts in a program area. The manual also identifies areas in which current knowledge is incomplete. *Program Models* are a refinement of the Institute's *Prescriptive Package* publication series.

To date, 24 of these handbooks have been published. Those completed last year include:

☐ *Para-legals: A Resource for Public Defenders and Correctional Services*

☐ *The Prosecutors' Charging Decision*

☐ *Child Abuse Intervention*

☐ *Routine Police Patrol*

☐ *Specialized Police Patrol*

☐ *Drug Programs in Correctional Institutions*

Twenty-one additional handbooks are now in preparation. Among those funded last year were four related reports on case-flow management, records management, personnel management, and financial management in the courts. Two handbooks on community corrections, one on correctional programs for women, and a fourth on the unification of state court systems were also funded in fiscal 1977.

Training and Testing. Two other avenues to increasing understanding and use of new approaches are training programs and field tests based on research results and Program Models. Building on its experience in developing Program Models, the Institute last year assumed responsibility for designing field tests of promising experimental approaches to determine whether they are suitable for wider demonstration and funding as LEAA action programs.

Through the Institute's **Executive Training Program,** criminal justice decision-makers receive brief, intensive training in the theory and operation of new Program Models or research-based practices. Four workshop topics are chosen each year after consultation with Institute program specialists, other LEAA offices, state planning agencies, and local planning units. A complete curriculum is then developed and conducted by experts on the subject—wherever possible, by those who originated the technique. Ten regional workshops are scheduled, each attended by about 50 senior officials with the authority to implement the programs in their own jurisdictions.

Workshops on the following topics were conducted last year:

☐ *Juror Usage and Management.* Efficient and cost-saving juror management techniques, developed through Institute-sponsored research, were presented to 450 judges, jury commissioners, and court administrators.

☐ *Managing Criminal Investigations.* Over 600 police executives were trained in criminal investigation management and resource allocation techniques, based on the findings of three Institute studies.

☐ *Prison Grievance Mechanisms.* Techniques for resolving grievances in institutions—based on an Exemplary Project and a Prescriptive Package—were the subject of workshops attended by 485 prison administrators and corrections officials.

☐ *Rape and Its Victims.*

Synthesizing Institute research and two model programs, these workshops trained 570 participants who attended as community teams, with the intention of integrating community services and support to the victims of rape.

Through the Executive Training Program, the Institute reaches out to a key audience: individuals with the authority to implement programs in their agencies or communities. The response from those who've attended the workshops is encouraging. A random sample of the participants surveyed last year by the Institute indicated that:

- ☐ Over half of the agencies represented at all four of the workshops implemented some of the plan formed at the workshops.
- ☐ Over half of the respondents at each of the four workshops report having made at least one specific change (and in most cases more than one) in their system.
- ☐ Over half of the respondents at each of the four workshops report having taken and/or planning to take at least one specific step to implement change in their agencies.

Limited follow-on funds are also available to the workshop participants to support similar training for their own or other organizations. In these cases, the sponsoring agency finances all conference logistics while the Institute supports the cost of the national trainers. Thus, the Institute receives a much larger return on its initial investment, while the sponsoring agency is able to provide high-quality training at a relatively low cost. In fiscal 1977, 25 such sessions were held; reaching an additional 1,640 criminal justice professionals. They included five separate statewide workshops for judges in Juror Usage and Management; a South Carolina conference for 200 police professionals on Rape and Its Victims; a Tennessee workshop on Prison Grievance Mechanisms for superintendents and program directors from every correctional facility in the state; and a two-day conference on Managing Criminal Investigations, for 150 members of the Illinois State Police Chiefs Association.

Workshop training materials are often incorporated into the programs of other organizations. *Juror Usage and Management* has been adopted as a text by the Institute for Court Management and the National College for the State Judiciary. Similarly, *Managing Criminal Investigations* is being introduced into the curricula of training academies in Massachusetts and California.

To present significant research findings to a national audience—or to stimulate discussion of major criminal justice issues—the Institute also sponsors Special National Workshops. Last year, for example, a seminar on the growing trend toward determinate or fixed-term sentencing, already implemented in Maine, Indiana, and California, brought together eminent scholars and national policymakers. "Update '77" offered a special program on advanced criminal justice practices for mayors and county officials.

Field Tests serve a dual purpose for the Institute, contributing both to its research and development mission and to the knowledge diffusion process. Field tests are funded at several sites, with specialized training and consultation made available to the cooperating agencies. A locally-based evaluation is conducted in each case, while a national-level evaluation is funded by the Institute to assess the overall program—particularly whether it is suitable for widespread demonstration. These findings determine whether further program development or funding by other LEAA offices is justified in that particular program area.

Two field tests were under-

way last year:

☐*Managing Criminal Investigations,* being tested in police agencies in Santa Monica, St. Paul, Rochester (N.Y.), Montgomery County (Md.), and Birmingham.

☐*Juror Usage and Management,* being tested in a county or circuit court in New Jersey, Missouri, Pennsylvania, Ohio, New York, Utah, Washington, Texas, Kentucky, Iowa, Louisiana, South Dakota, Arizona, Illinois, Massachusetts, Wisconsin, and Idaho.

The Institute two years ago inaugurated a Host Program, which provides on-site experience to local officials interested in adopting a new criminal justice practice. The participants spend up to two weeks in the host agency (usually the site of an Exemplary Project) where they work with the people who actually initiated the program and who conduct it on a day-to-day basis. This first-hand experience greatly enhances the potential for successful transfer. In fiscal 1977, 60 criminal justice officials visited one of the following Exemplary Project sites:

☐*Street Crime Unit* (New York City Police Department)

☐*Major Offense Bureau* (Bronx District Attorney's Office)

☐*Economic Crime (Fraud) Unit* (Seattle and San Diego)

☐*Community Based Corrections Program* (Des Moines)

☐*Ward Grievance Procedure* (California Youth Authority)

☐*Neighborhood Youth Resources Center* (Philadelphia)

☐*Community Crime Prevention Program* (Seattle)

☐*Rape Crisis Center* (Des Moines)

☐*Administrative Adjudication Bureau* (New York State Department of Motor Vehicles)

Access to Information. At the conclusion of each Institute research effort, a **Research Utilization Committee** meets to identify the most appropriate means for disseminating and using the findings. A publication, targeted at a specific audience, is a traditional vehicle for moving research out of the library and into the operating agencies. But dissemination does not stop with the printed word. Documents are often supplemented by executive summaries, articles in professional journals, training workshops, or special conferences. The Research Utilization Committee also makes recommendations for building on the findings through further research or program development and for relating the project to other work in progress.

The most visible information program is the **National Criminal Justice Reference Service.** NCJRS is a national and international clearinghouse on all aspects of criminal justice research and operations. In 1977 it had a data base of over 28,000 entries. Some 34,000 registered users were relying on NCJRS for such free services as:

☐*Selective Notification of Information*—specific information and abstracts tailored to the user's individual professional needs.

☐*Reference and Information Services*—individual responses to a user's inquiry prepared by a staff of information specialists.

☐*Bibliographies*—issued on subjects of current interest and providing a concise description of each cited document so that the reader can evaluate its usefulness in meeting his or her needs.

☐*Technical Assistance Packages*—a comprehensive collection of information on an LEAA priority area, designed for Federal and state officials.

☐*Document Retrieval Index*—a listing of documents available from NCJRS or other sources, to provide the user with a current and comprehensive list of publications pertinent to his or her professional interest.

☐ *Microfiche*—small microform sheets containing up to 98 pages of text, thus providing access to selected uncopyrighted documents in the data base.

☐ *Current Awareness Materials*—brochures or flyers on such special topics as child abuse, shoplifting prevention equipment, and victimization.

☐ *Document Loan Program*—hard-to-find documents made available through a public or university library, a company, or other organization.

☐ *Translations*—English-language versions of selected foreign documents.

☐ *NCJRS Library*—open to the public and serving as a principal LEAA information facility in the Washington area.

☐ *Dissemination*—NCJRS provides single copies of all available LEAA or National Institute publications in response to requests from practitioners, researchers and the general public.

Because equipment is a major budget item for most law enforcement agencies, the Institute also supports the **Equipment Technology Center** to supervise testing and evaluation of particularly significant equipment items. Performance reports will be published to help law enforcement agencies make more informed purchasing decisions.

A corollary effort is the on-going **Law Enforcement Standards Laboratory** (LESL) established at the National Bureau of Standards. It serves as the Institute's scientific laboratory in researching and developing performance standards for law enforcement and criminal justice equipment. The standards support the work of the Equipment Technology Center and also are published and disseminated directly to criminal justice purchasing agents.

The Institute also maintains the LEAA Library whose special collection of 3,500 volumes covering all aspects of criminal justice serves as a resource for LEAA staff and the public.

Exemplary Projects Selected in FY 1977.

Community Crime Prevention Program (Seattle). Designed to address the problem of residential burglary, CCPP combines several crime prevention techniques into a coordinated, citizen-directed program. Working closely with police, teams of community organizers and security technicians provide information and advice on burglary protection, inspect homes for their vulnerability to burglary, provide a property-marking service, and organize "Block Watch" programs. Evaluation showed a 48 to 61 percent reduction in burglaries among those households which used CCPP services—with no evidence of crime displacement. In addition, reporting rates for burglary increased 25 percent in the target areas, and reports of burglaries-in-progress increased even more.

Project New Pride (Denver). A program for the serious juvenile offender, New Pride offers educational services through an alternative school and a learning disabilities center. Job skills, training and placement, counseling, and cultural education are provided to youths with lengthy records of arrests and convictions. The rearrest rate for New Pride clients during a 12-month period in the community was significantly lower than for a control group, and 70 percent were placed in full or part-time jobs.

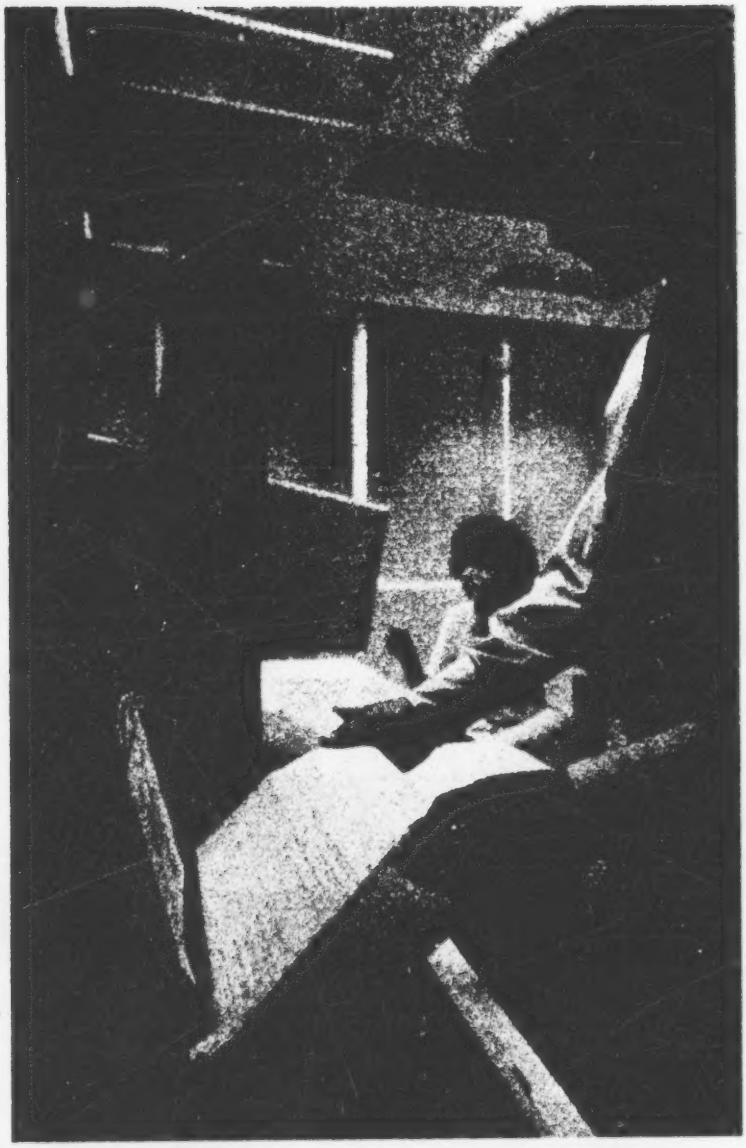
One Day/One Trial Jury System (Wayne County, Michigan). In a promising alternative to the lengthy and often onerous conventional jury term, citizens in Wayne County are eligible for jury duty for only one day. If impaneled, they serve for the duration of the trial; if not selected by the end of the day, they have fulfilled their obligation for the year. The

system taps seven times as many citizens for jury duty, uses their time more efficiently, and has reduced the county's jury payroll by more than $300,000 annually.

Pre-Release/Work Release Center (Montgomery County, Maryland). The center offers a unique program of correctional services, successfully integrating treatment and control through careful planning, evaluation, and management procedures. The program includes work release, counseling, social services, and social-awareness instruction. Contractual agreements and a phased furlough/release plan are used to encourage and enforce responsible behavior. The result has been strong community support for the center and benefits for the residents, most of whom have jobs, housing, and savings by the time they are released.

Mental Health/Mental Retardation Emergency Service, (Montgomery County, Pennsylvania). Police are often the first community agency to be called in an emergency, even when the situation does not involve criminality. Arrest and emergency detention are generally the only procedures available to police officers faced with urgent mental health, drug, or alcohol problems. This agency provides an alternative through 24-hour psychiatric and drug or alcohol emergency service. The client avoids the stigma of police intervention, and the police are relieved of the burden of a non-criminal but potentially dangerous situation. Specifically, the agency provides a telephone "hotline" for police and doctors; a crisis intervention team; emergency transportation, psychiatric evaluation, or detoxification; short-term in-patient care; and referral services, consultation, and follow-up. It also offers crisis intervention training for police officers and places mental health workers in county police stations.

8 SPECIAL PROJECTS: Looking to the Future



When the Institute was established in 1968, only a handful of the nation's leading researchers were devoting their energies to criminal justice problems. Since its inception, therefore, the Institute has placed a high priority on increasing both the size and the quality of this research community. Some of its programs in this area provide support for individual researchers, whether at the graduate or the post-doctoral level. Other programs are designed to channel some of the Institute's research funds into projects not identified in the normal planning process. Thus, each Research Agreement (see Chapter 1) allows the cooperating university to study questions which are related to the overall project, but which are identified by the researchers rather than by the Institute staff. In addition, funds are specifically budgeted each year to support individuals or institutions conducting criminal justice research on topics of their own choosing.

As a further aid in building a body of research knowledge for the criminal justice field, the Institute drafted a long-range agenda in 1977, listing the priorities which will guide its research over the next five years.

Assisting the Individual Researcher. In 1974 the In-

stitute revived a policy of bringing talented individuals to Washington, D.C., as visiting fellows. Of the nine awards made that year, five have since led to the publication of at least one book—a significant contribution to criminal justice knowledge, and at a relatively modest cost. Altogether, from 1974 through 1977, the Visiting Fellowship Program has supported about two dozen scholars and practitioners for research projects ranging from three months to two years. Visting fellows are expected to spend most of their time in Washington, where they have the facilities of the Institute at their disposal. Many of the fellowships are also designed to make particular use of other facilities in the District of Columbia, either as data resources or as criminal justice "laboratories."

The visiting fellows for 1977-78:

☐ *Allen Breed*, former director of the California Youth Authority. Mr. Breed is reviewing past and current federal efforts to coordinate juvenile delinquency programs and to utilize resources more effectively. He is working in the National Institute of Juvenile Justice and Delinquency Prevention.

☐ *Ruth Horowitz*, assistant professor of sociology at the University of Delaware. Building on material gathered during three years of field work in a Chicano community in Chicago, Dr. Horowitz is studying the motivation process of youth. Her research is intended to illuminate the reasons why young people resort to delinquent acts, and how and under what conditions they either grow out of street life or become committed to illegal behavior.

☐ *Willard Hutchins*, chief of the Bureau of Criminal Statistics, California Department of Justice. Mr. Hutchins is establishing a national criminal justice baseline data file, and will study its suitability for replication at the state and county levels.

☐ *Kent S. Miller*, professor of psychology and sociology at Florida State University. Dr. Miller is examining current national trends in the mental health approach to treatment of deviant behavior and the impact of those trends on the criminal justice system.

Visiting fellows receive a stipend based on their training and experience, plus travel and some supplementary expenses; the use of LEAA facilities in Washington; and, where appropriate, access to criminal justice agencies in the metropolitan area for research purposes. They are also encouraged to take part in seminars, conferences, and informal discussions at the Institute—a two-way process which benefits both the fellows and the Institute staff.

The Institute also plays an advisory role in the Graduate Research Fellowship Program, sponsored by LEAA and supported with Institute funds. This program supports promising young graduate students who are engaged in criminal justice research. In 1977, about $347,000 was awarded to 29 doctoral candidates. This sum included block grants to four universities for funding of doctoral students.

A third program to support individual research is directed at the Institute's own staff. As formulated in 1977, the in-house research effort will involve up to three staff members each year; they will be relieved of other duties for periods of from six to twelve months. Depending on the nature of the project, the researcher may work at the Institute, in another governmental agency, or at a university. In addition to the actual research products—which may range from a literature review to the development and testing of a methodological tool—the Institute will benefit from the enhanced capabilities of these staff members when they return from a "sabbatical" in the research community.

A Vehicle for Unsolicited Research. Most research projects funded by the Institute are identified in a lengthy planning process which involves its own staff, other LEAA program specialists, and advisory panels of criminal justice researchers and practitioners. The topics are summarized in a *Program Plan*, widely distributed early in each fiscal year—a system which ensures that the research community will have a clear picture of the Institute's current priorities and goals. The process has one weakness, however: it does not allow for the spontaneous research proposals which might otherwise filter up from universities, public and private agencies, and individual scholars. Accordingly, through most of its history, the Institute has had a formal mechanism for encouraging research and development projects originating outside the formal *Program Plan*. Such projects are intended to complement and support the planned program, as well as involving the research community more directly in the Institute's activities.

In 1977, the Institute invited researchers to submit concept papers through its Unsolicited Research Program. Preference was given to proposals which involved 1) a small, individual project which might otherwise remain unfunded; 2) interdisciplinary research; 3) an innovative approach to a criminal justice problem; 4) exploratory study in an under-researched area; and 5) research not identified in the 1977 *Program Plan*.

After review by Institute staff and advisors from the research community, 12 applicants were invited to submit detailed proposals. Of these, five were selected for funding by the end of fiscal year:

- ☐ "An improved method to detect fingerprints on skin"—Clifton Meloan and Jack Lambert, Kansas State University
- ☐ "Crowding in prisons"—Garvin McCain, Verne Cox, and Paul Paulus, University of Texas
- ☐ "Corporate illegalities"—Marshall Clinard, University of Wisconsin
- ☐ "Improved jury instructions"—Bruce Dennis Sales, University of Nebraska
- ☐ "Reduction of non-judicial demands on trial court judges' time"—Burton Kreindel, MITRE Corporation

The Unsolicited Research Program will be expanded in future years, with funding cycles in both the fall and the spring. Overall, $750,000 will be budgeted for research grants normally ranging in size from $10,000 to $150,000 and with a maximum term of two years. The standards for selection will be much the same as in 1977, with one additional priority: proposals by young researchers, and by those who have not previously worked in the criminal justice field but who have gained valuable expertise in other disciplines will be given special attention.

A Long-Range Research Agenda. In a major departure from past practices, the Institute in 1977 developed a list of priorities that will guide its research program over the next five years. The topics were selected in a process which ultimately involved more than 700 individuals—Institute staff, other LEAA officials, representatives of state and local planning agencies, and criminal justice researchers and practitioners. The long-range priorities were selected with two objectives in mind: 1) to sum up and build upon research sponsored by the Institute in the past; and 2) to fill major knowledge gaps, especially in areas where there is a promise of accumulating knowledge that will be useful in criminal justice decision-making.

The final list of priorities, as approved by the Institute's Advisory Committee:

- ☐ Correlates and determi-

nants of criminal behavior.

☐ Violent crime and the violent offender.

☐ Community crime prevention.

☐ Career criminals and habitual offenders.

☐ Utilization and deployment of police resources.

☐ Pre-trial process: consistency and reduction of delay.

☐ Sentencing.

☐ Rehabilitation.

☐ Deterrence.

☐ Performance standards and measures for criminal justice.

Most of the future research projects funded by the Institute will fit into this framework, which will be refined on an annual basis. While providing for the necessary flexibility, therefore, the Institute will be following a coherent, long-range agenda, which sets priorities, aims at the cumulation of knowledge in each of the priority areas, and assures that a body of knowledge will grow that can be used systematically and effectively by the criminal justice system.

Books by Visiting Fellows. Since the Institute launched its Visiting Fellowship Program in 1974, numerous books and journal articles have been written with the support of the program. Among the scholarly books published through last year:

Robert W. Gillespie: *Judicial Productivity and Court Delay; An Exploratory Analysis of the Federal District Courts*, U.S. Government Printing Office (Washington, D.C.) 1977.

Peter Manning: *Police Work*, MIT Press (Cambridge, Mass.) 1977.

John Murphy: *Arrest by Police Computer: The Controversy Over Bail and Extradition*, Lexington Books (Lexington, Mass.) 1975.

Stuart S. Nagel and Marian Neef: *Legal Policy Analysis*, Lexington Books (Lexington, Mass.) 1977.

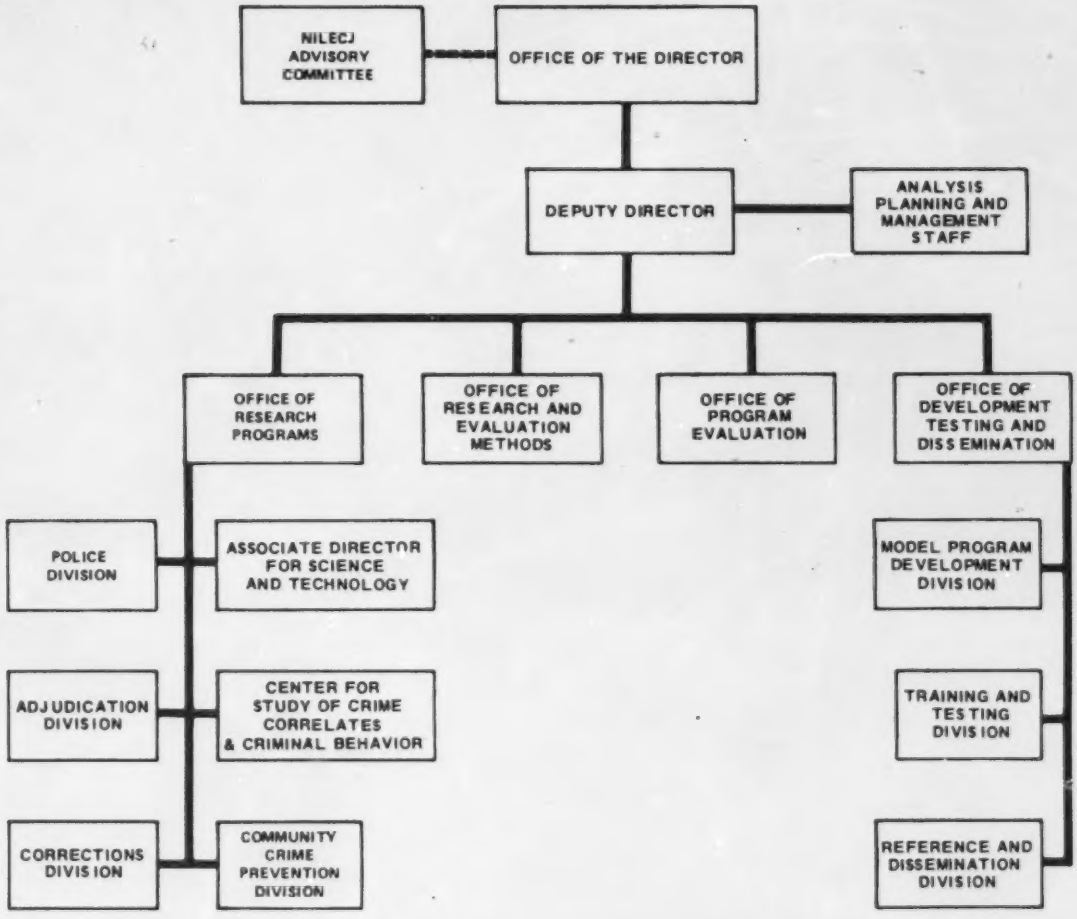
Stuart S. Nagel and Marian Neef: *The Legal Process: Modeling the System*, Sage Publications (Beverly Hills, Calif.) 1977.

Stuart S. Nagel, Editor: *Modeling the Criminal Justice System*, Sage Publications (Beverly Hills, Calif.) 1977.

Wesley Skogan, Editor: *Sample Surveys of the Victims of Crime*, Ballinger Publishing Co. (Cambridge, Mass.) 1976.

Daniel L. Skoler: *Organizing the Non-System*, Lexington Books (Lexington, Mass.) 1977.

APPENDIX A:
Organization of the National Institute


NILECJ ADVISORY COMMITTEE
OFFICE OF THE DIRECTOR
DEPUTY DIRECTOR
ANALYSIS PLANNING AND MANAGEMENT STAFF
OFFICE OF RESEARCH PROGRAMS
OFFICE OF RESEARCH AND EVALUATION METHODS
OFFICE OF PROGRAM EVALUATION
OFFICE OF DEVELOPMENT TESTING AND DISSEMINATION
POLICE DIVISION
ASSOCIATE DIRECTOR FOR SCIENCE AND TECHNOLOGY
MODEL PROGRAM DEVELOPMENT DIVISION
ADJUDICATION DIVISION
CENTER FOR STUDY OF CRIME CORRELATES & CRIMINAL BEHAVIOR
TRAINING AND TESTING DIVISION
CORRECTIONS DIVISION
COMMUNITY CRIME PREVENTION DIVISION
REFERENCE AND DISSEMINATION DIVISION

APPENDIX B:
FY 1977 Awards

Distribution of FY 1977
National Institute Program Funds
(By Program Area)

Program Area	Dollars	Percent
Community Crime Prevention	$ 757,258	3
Police	$1,480,876	7
Adjudication	$1,722,374	8
Corrections	$2,484,049	12
Advanced Technology	$3,381,515	16
Evaluation	$3,917,494	18
Visiting Fellows	$ 161,396	1
Research Agreements	$2,265,202	10
Research Utilization *	$5,332,723	25
Total	$21,502,887	100

** This figure includes $2.4 million in 402 (b)(6) training funds.*

National Institute Program Funds
(By Type of Recipient)

State and Local Governments	$ 1,157,076
Federal Research Development Centers	4,223,445
Non-Profit Research Centers or Organizations	5,781,852
Profit-Making Organizations	6,757,017
Universities	3,422,101
Individuals	161,396
	$ 21,502,887

Police

77-NI-99-0003
Title: Application of Police Crisis Intervention Techniques to Burglary, Robbery and Homicide Cases (from 11/01/76 - 6/30/77)
Grantee: American Institute for Research, 1055 Thomas Jefferson Street, N.W., Washington, D.C. 20007
Project Director: Dr. Gary B. Brumback
Amount: $73,800

Crisis intervention techniques developed out of NILECJ-sponsored research have proven quite useful to the police in handling family disputes. This study suggests that police can use these same principles in fulfilling their responsibilities toward robbery and burglary victims and the families of homicide victims.

77-NI-99-0016
Title: Response Time Analysis Study, Phase II (from 1/7/77 - 1/6/79)
Grantee: Kansas City Police Department, 1125 Locust Street, Kansas City, Missouri 64106
Project Director: Major Lester N. Harris
Amount: $452,021

As a continuation of the Kansas City Response Time Analysis Project (73-NI-99-0047), this study will analyze previously gathered data on police responses to Part II crimes, to medical emergencies unrelated to crime, and to general service calls. The aim is to aid the police in assessing and improving their overall response function and to determine the importance of response time as an indicator of performance. Findings of this study will contribute to improved patrol strategies, better deployment of manpower, and advances in reporting and dispatching techniques.

77-NI-99-0074
Title: Managing the Police Demand: A Concept in Administration (from 10/3/77-4/1/79)
Grantee: City of Wilmington, Wilmington Bureau of Police, 1000 King Street, Wilmington, Delaware 19801
Project Director: Inspector Nicholas Valiante
Amount: $400,055

Demand for police services is increasing at a time when police departments can no longer rely upon increases in manpower to keep pace with their workload. This project will design, implement and evaluate a system to manage the demand upon police services, particularly the key field service components of communications, patrol and investigation.

77-NI-99-0085
Title: Alternative Strategies for Responding to Police Calls for Service (from 10/13/77 - 8/12/78)
Grantee: City of Birmingham, Birmingham Police Department, 710 North 20th Street, Birmingham, Alabama 35203
Project Director: Captain Tommy Rouse
Amount: $305,000

Increasing demand for police services has forced departments to seek better methods of sorting and responding to incoming calls. This study will analyze requests for police services in four cities and will use cost-benefit analyses to devise new strategies for allocating resources among different types of demands.

J-LEAA-025-77
Title: Police Officer Attitudes and Opinions about Police Work (from 9/1/77 - 7/1/79)
Contractor: Abt Associates, Inc., 55 Wheeler Street, Cambridge, Mass. 02138
Project Director: Ilene Greenberg
Amount: $250,000

This contract is for a study of police patrol officers' attitudes toward their work. Researchers will explore the causes of job satisfaction and dissatisfaction, seeking to identify managerial and operational approaches which may improve police officers' effectiveness on the job.

Courts

77-NI-99-0019
Title: Comparative Assessment of Alternative Policy Options in Dispute Adjudication (from 3/17/77 - 12/31/77)
Grantee: University of Southern California, University Park, Los Angeles, California 90007
Project Director: Professor Earl C. Johnson
Amount: $250,000

This grant represents the second phase of a three-phase research project which will examine the judicial system as a whole and a wide range of alternatives to traditional adjudication, especially alternatives used in other countries, to determine how best to structure the total American dispute settlement system.

77-NI-99-0049
Title: Plea Bargaining in the United States, Phase II (from 6/1/77 - 8/31/78)
Grantee: Georgetown University, Institute of Criminal Law, 37th and O Streets, N.W., Washington, D.C. 20531
Project Director: Professor Herbert S. Miller

Amount: $439,110

As the second part of a comprehensive national study of plea bargaining, the grantee will make a detailed analysis of plea bargaining in six jurisdictions around the country. Included in the study will be one jurisdiction which has eliminated plea bargaining by administrative decree. The study will examine the effect of plea bargaining on court costs and on the severity and consistency of sentencing. It will also examine the motivation underlying a prosecutor's decision to bargain.

77-NI-99-0060
Title: Continuation Grant to Complete the PROMIS Research Project (from 6/15/77 - 7/14/78)
Grantee: Institute for Law and Social Research, 1125 Fifteenth Street, N.W., Suite 625, Washington, D.C. 20005
Project Director: Sidney L. Brounstein
Amount: $293,952

This grant is for the final phase of a four-year research project utilizing the large volume of data generated by the Prosecutor's Management Information System (PROMIS) of the District of Columbia. Six broad areas of analysis are covered in the study: police operations, prosecution, judicial decision making, plea bargaining, speed of trial, and patterns of criminal and community behavior. One objective of the project is to show how the many communities throughout the country that are adopting PROMIS can use the system as a tool for evaluating and improving the performance of their own criminal justice systems.

77-NI-99-0068
Title: National Survey on Public Attitudes Toward Courts and Justice (from 7/25/77 - 7/24/78)
Grantee: National Center for State Courts, 1660 Lincoln Street, Denver, Colorado 80264
Project Director: Barry Mahoney
Amount: $199,312

Public beliefs and expectations about the judicial system play a vital role in determining both the real and apparent effectiveness of that system. Under this grant, researchers are conducting the first comprehensive national survey of public opinion toward the courts and justice. Lawyers, judges and community leaders are contributing their views along with the lay public. The results will be useful to planners and administrators seeking to improve the responsiveness of the judicial system.

J-LEAA-027-77
Title: Analysis of State Speedy Trial Provisions (from 10/1/77 - 6/30/79)
Contractor: Midwest Research Institute, 425 Volker Boulevard, Kansas City, Missouri 64110
Project Director: Brian J. Hoel
Amount: $254,371

Provisions intended to ensure a speedy trial for defendants have been written into the laws of some states and have been adopted in many others by court decree. This study will survey state speedy trial provisions, analyze their effect on state criminal justice systems, determine whether they have been effective, discuss problems in implementation of the provisions and various solutions to those problems, and offer conclusions as to which provisions work best.

Corrections

77-NI-99-0001
Title: Assessment of the Critical Issues in Adult Probation Services (from 10/25/76 - 1/14/78)
Grantee: Ohio State University Research Foundation, 1314 Kinnear Road, Columbus, Ohio 43212
Project Director: Dr. Harry Allen
Amount: $224,976

This project has two principal objectives: 1) to assemble current information on adult probation services into a comprehensive body of knowledge and to determine how much confidence can be placed in available research and evaluation findings; and 2) to identify the key areas in probation where information is lacking and to specify the type of research needed to fill these gaps. The study will produce eight technical issues papers on such topics as probation law, organization and management, foreign research, domestic innovations, pre-sentence reporting studies and research on treatment and handling.

77-NI-99-0010
Title: Patterning of Criminal Adaptations (from 11/1/76 - 10/31/78)
Grantee: Trustees of Columbia University in the City of New York, Box 20, Low Memorial Library, New York, New York 10017
Project Directors: Drs. Richard A. Cloward and Frances Fox Piven
Amount: $153,130

Although social deviance is a critical factor in criminal behavior, its causes and antecedents are little understood. In this study, the investigators have analyzed the literature on deviance and are constructing a theory of patterning variables to determine conditions under which persons engage in particular forms of deviant behavior. This theory can be used as a basis for experimental studies of deviance and may eventually provide a basis for improved methods of handling criminal offenders.

77-NI-99-0073
Title: Improved Measures of Correctional Effectiveness and Outcome: Alternatives to Recidivism Measures (from 10/1/77 - 12/31/78)
Grantee: University of Illinois at Chicago Circle, Center for Research in Criminal Justice, Box 4348, Chicago, Illinois 60680
Project Director: Professor Michael Maltz
Amount: $224,981

This study will address the issue of developing more uniform methods for assessing correctional outcomes. The research will focus on four major concerns: 1) What methods and techniques for measuring recidivism have been discussed in the literature, what are their strengths and weaknesses, and are they applicable to available state-level data? What new or modified techniques could be developed and demonstrated for assessing correctional outcomes? 2) How do correctional agencies define, identify and assess correctional program failures? 3) How can the seriousness of correctional program failures best be measured and integrated into uniform measures of recidivism or failure? 4) How do correctional agencies currently record failure, and what kinds of bureaucratic factors influence the recording and reporting processes?

J-LEAA-018-77
Title: Survey of Correctional Facilities and Projection of Needs (from 5/24/77 - 3/31/79)
Contractor: Abt Associates, Inc., 55 Wheeler Street, Cambridge, Mass. 02138
Project Director: Andrew Rutherford
Amount: $1,279,619

The ability of the corrections system to accommodate potential shifts in inmate populations has become a national concern. Future needs of correctional facilities will be determined by a wide variety of factors, including sentencing laws and practices. This project will collect data and develop techniques for projecting populations and capacities of Federal, state and local correctional facilities, with particular attention to the impact of proposed changes in sentencing policies.

Community Crime Prevention

76-NI-99-0036-S-1
Title: Factors Influencing Crime and Stability in Urban Housing Developments (from 2/1/76 - 4/1/78)
Grantee: Institute for Community Design Analysis, 853 Broadway (19th floor), New York, New York 10003
Project Director: Oscar Newman
Amount: $43,481

This grant provides supplemental funds to study public housing projects and Federally subsidized moderate-income developments in Newark, St. Louis and San Francisco. The study seeks to determine how socioeconomic characteristics of residents, building design and management policies affect crime and social stability in the developments. The findings will be used to make recommendations for the planning and management of Federally funded housing developments.

77-NI-99-0051
Title: A Study of the Structure and Operation of the Rackets in Metropolitan New York, Phase II (from 6/3/77 - 6/2/79)
Grantee: Policy Sciences Center, Inc., 270 Broadway (rm. 1001), New York, New York 10007
Project Director: Dr. Jonathan Rubinstein
Amount: $310,121

Utilizing extensive data collected during Phase I (76-NI-99-0029), this Phase II project will develop a comprehensive analysis of the overall structure and operations of the numbers, bookmaking and loansharking rackets in New York City. The grantee will analyze the numbers racket in detail, examine the structure and activities of the bookmaking racket, and study the role of loansharking in these illegal gambling enterprises. An attempt will be made to assess the impact of the rackets on the criminal justice system, and vice versa. Effects of racketeering operations on the legitimate business community will also be studied. This "systems" approach is expected to yield information enabling law enforcement agencies to maximize their impact on these multimillion-dollar criminal operations.

77-NI-99-0069
Title: A Study of Corporate Illegalities (from 9/1/77 - 2/28/79)
Grantee: University of Wisconsin, Madison, Wisconsin 53706
Project Director: Dr. Marshall Clinard
Amount: $180,780

As part of NILECJ's research effort on white-collar crime, the grantee will conduct a detailed review of recent state and Federal legal proceedings against major United States Corporations. Cases will be analyzed in terms of the severity of the violation, the sanctions imposed, and such corporate characteristics as type of industry, assets, sales, profits and returns to stockholders.

77-NI-99-0081
Title: Fraud and Abuse in Government Benefits Programs (from 10/11/77 - 10/10/78)
Grantee: University City Science Center, Washington Programs Office, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036
Project Director: Don H. Overly

Amount: $158,335

This project will consist of exploratory research on fraud and abuse in benefit programs administered at the Federal, state and local levels. Among the products of the study will be a handbook to assist policy makers and managers in their efforts to combat illegal use of benefit funds.

J-LEAA-011-77
Title: Technical Manual for Crime Prevention Through Community Planning and Design (from 12/1/76 - 6/1/78)
Contractor: Richard A. Gardiner and Associates, Inc., Curzon Mill Road, P.O. Box 809, Newburyport, Mass. 01950
Project Director: Richard A. Gardiner
Amount; $64,541

This project will develop an Urban Design Technical Manual that will incorporate knowledge derived from the Hartford Residential Neighborhood Crime Control Study (73-NI-99-0044-G) and from similar physical design studies in other localities. The manual will present a systems-analysis approach for planning safer neighborhoods. It will be made available to city planners and designers.

Special Programs

Research Agreements Program

77-NI-99-0018
Title: Reactions to Crime: Responses to Perceived Fear and Insecurity (from 6/1/77 - 4/30/78)
Grantee: Center for Urban Affairs, Northwestern University, 2040 Sheridan Road, Evanston, Illinois 60201
Project Director: Louis H. Masotti
Amount: $388,729

This grant provides continued support for a long-term interdisciplinary research program on perceptions of and reactions to crime at the neighborhood level. The aim of the study is to determine what people think about crime and how their thoughts influence their actions. Neighborhood research projects are being conducted in three cities using telephone surveys and in-person interviews, together with content analysis of newspapers.

77-NI-99-0053
Title: Study of Serious Habitual Offenders (from 6/1/77 - 5/31/79)
Grantee: The Rand Corporation, 1700 Main Street, Santa Monica, California 90406
Project Director: Dr. Peter W. Greenwood
Amount: $648,508

The Rand Corporation is continuing its study of the habitual offender. Investigators are attempting to determine how many habitual offenders there are, how much crime they commit, what behavioral characteristics set them apart from other offenders, how they can be categorized for purposes of treatment and/or sentencing, how they are identified and dealt with by the criminal justice system and other public agencies, and how the system might cope with them more effectively.

77-NI-99-0059
Title: Employment and Crime (from 9/12/77 - 9/11/79)
Grantee: Vera Institute of Justice, 30 East 39th Street, New York, New York 10016
Project Director: James Thompson
Amount: $591,895

Employment has long been believed to deter individuals from committing crimes, but the exact nature of this relationship is still unclear. This study will attempt to determine the types of offenders or potential offenders for whom employment serves to prevent crime, the types of jobs which have a crime-deterrent effect and their distinguishing characteristics, and the kinds of criminal activity prevented by employment. The study will also evaluate new programs aimed at reducing crime through employment and will include a labor-market study of the availability of jobs with crime-deterrent properties, should such jobs be identified.

77-NI-99-0071
Title: Econometric Studies of the Criminal Justice System, Phase II (from 9/1/77 - 8/31/79)
Grantee: Hoover Institution on War, Revolution and Peace, Stanford University, Stanford, California 94305
Project Director: Dr. Michael Block
Amount: $636,070

Researchers at the Hoover Institution are attempting to apply the techniques of economics and econometrics to long-standing problems in criminal justice. In its current phase, the project focuses on certain aspects of the problem of deterrence, seeking to measure the effect of punishment on crime rates and vice versa. Research is also being conducted on the effectiveness of drug control programs, the long-term costs of recent changes in law enforcement technology, and the costs of processing offenders through the criminal justice system. The findings will help criminal justice planners to integrate economic considerations into the policy-making process.

77-NI-99-0072
Title: Career Criminal Program Development Research (from 9/13/77 - 3/12/79)
Grantee: The Rand Corporation, 1700 Main Street, Santa

Monica, California 90406
Project Director: Dr. Peter W. Greenwood
Amount: $257,482

Improvement of programs aimed at the career criminal will require thorough assessment of methods currently employed by the criminal justice system. As a complement to basic research now being conducted under 77-NI-99-0053, this study will examine police identification of career criminals, case preparation, prosecution, presentence reports, sentencing and correctional treatment. Correctional personnel will be interviewed and correctional records analyzed to determine how habitual offenders are actually treated and what criteria are used in assigning them to particular programs.

Visiting Fellowship Program

77-NI-99-0007
Title: To Act as Participant, Chronicler and Observer for the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention: Visiting Fellow (from 10/16/76 - 6/30/78)
Grantee: Allen F. Breed, 714 P Street, Sacramento, California 95814
Amount: $67,851

Under the LEAA's Visiting Fellowship Program, the grantee is completing a study of Federal efforts in juvenile justice and delinquency prevention. He has analyzed the impact of past Federal efforts to coordinate juvenile programs administered at various levels of government, made recommendations for areas in which coordination may be particularly successful, and attempted to identify problems stemming from fragmentation and redundancy of programs.

77-NI-99-0061
Title: Social Control and the Mental Health System (from 9/15/77 - 6/14/78)
Grantee: Kent S. Miller, Florida State University, Institute for Social Research, Tallahassee, Florida 32306
Project Director: Professor Kent S. Miller
Amount: $40,856

Society's increasing tendency to regard criminality and other forms of deviant behavior as mental health problems deserving of therapy has created a new relationship between criminal justice and the mental health system. The purpose of this project is to examine current national trends toward "medicalization" of deviant behavior and their impact on the criminal justice system.

77-NI-99-0066
Title: Delinquency and the Gang (from 7/6/77 - 10/21/77)
Grantee: Dr. Ruth Horowitz, Sociology Department, University of Delaware, Newark, Delaware 19711
Amount: $7,251

As a Visiting Fellow, Dr. Horowitz has studied the motivation processes of inner-city youth to better understand why and under what circumstances they resort to delinquent acts and how and under what conditions they either grow out of street life or become committed to a life-style which includes law-violating behavior. Her study built upon material gathered during three years of field work in a Chicano community in Chicago, Illinois.

77-NI-99-0067
Title: National Criminal Justice Baseline Data File (from 7/1/77 - 6/30/78)
Grantee: Willard H. Hutchins, 2429 Tab Court, Sacramento, California 95825
Amount: $45,348

The grantee is Chief of the Bureau of Criminal Statistics, California Department of Justice. As a Visiting Fellow, he will establish and promote the use of a national criminal justice baseline data file. Included in this effort will be the selection of data sets to establish a reporting standard for the national baseline file, the provision of a system design for the file, testing of data storage and retrieval methods essential to dissemination, and documentation of the study for possible replication at the state and county level.

National Evaluation Program

77-NI-99-0002
Title: Assessing Police Juvenile Units (from 11/12/76 - 2/28/78)
Grantee: Police Foundation, 1909 K Street, N.W., Washington, D.C. 20006
Project Director: Dr. Roberta Rovner-Pieczenik
Amount: $160,907

The grantee is evaluating the investigative and screening functions of police juvenile units. Among the products of the study are an issues paper discussing research findings and expert opinion on police juvenile operations, a series of case studies on selected police juvenile units, an assessment of various styles of organization, and recommendations for further evaluative efforts.

77-NI-99-0050
Title: National Evaluation of Pretrial Release (from 5/11/77 - 5/10/79)
Grantee: The Lazar Institute, 1800 M Street, N.W., Washington, D.C. 20036
Project Director: Mary Toborg
Amount: $599,023

A Phase I evaluation of pretrial release projects was completed under the National Evaluation Program in 1976. The

current project is a Phase II evaluation, designed to follow through on leads developed in the earlier study. It examines the extent to which defendants released prior to trial engage in criminal activity or fail to appear in court, the effect of different release programs on the likelihood of a defendant's being rearrested, the decision-making process involved in pretrial release, the costs and advantages of different types of release programs, and the long-term effect of pretrial release on the criminal justice system.

77-NI-99-0058
Title: National Evaluation Program: Manual of Evaluation Standards (from 7/1/77 - 5/1/78)
Grantee: Public Systems Evaluation, Inc., 929 Massachusetts Ave., Cambridge, Massachusetts 02139
Project Director: Dr. James M. Tien
Amount: $40,985

Through NILECJ's National Evaluation Program, 27 Phase I assessments of criminal justice projects have been completed. Each assessment focuses on a specific type of project and produces a state-of-the-art review and a proposed single-project evaluation design. From the information that has been generated thus far, a guide for project evaluation is being developed. Four model designs will serve as examples.

J-LEAA-009-77
Title: Assessment of Coeducational Corrections (from 11/29/76 - 9/23/77/
Contractor: Koba Associates, Inc., 2001 S Street, N.W., Washington, D.C. 20009
Project Director: James Ross
Amount: $140,165

Coeducational correctional institutions attempt to create a more "normal" living environment for inmates by allowing male and female offenders to mingle daily in academic, vocational and recreational situations. Thus far there has been little research on the effect of coeducational facilities. This project has identified important issues in coeducational corrections, assessed the current state of knowledge about the effectiveness of this innovation, and offered designs for further research.

J-LEAA-015-77
Title: Evaluation of Treatment Alternatives to Street Crime (TASC), Phase II (from 1/21/77 - 7/21/78)
Contractor: System Sciences, Inc., 4720 Montgomery Lane, Bethesda, Maryland 20014
Project Director: Joseph Romm
Amount: $230,474

This study is an evaluation of TASC, a program to identify potential offenders, refer them to treatment, and monitor their progress. TASC will be evaluated in terms of its ability to perform the functions of identification, diagnosis and referral. A cost-benefit analysis of the program will also be made.

Advanced Technology

77-NI-99-0017
Title: Equipment Technology Center (from 1/31/77 - 4/30/78)
Grantee: International Association of Chiefs of Police, 11 Firstfield Road, Gaithersburg, Maryland 20760
Project Director: Frank D. Roberson
Amount: $540,505

This grant is for continuation of the Equipment Technology Center (ETC) and the National Advisory Committee on Law Enforcement Equipment and Technology. The ETC conducts tests of equipment and provides law enforcement agencies with the detailed evaluations they need in order to make informed decisions on procurement.

77-NI-99-0070
Title: Forensic Science Certification Program (from 10/3/77 - 4/2/79)
Grantee: The Forensic Sciences Foundation, Inc., 11400 Rockville Pike, Rockville, Maryland 20852
Project Director: Dr. Joseph L. Peterson
Amount: $171,836

This grant continues the effort, begun under Grant No. 76-NI-99-0101, to establish nationwide standards for certification and performance of forensic science professionals. The newly established boards for forensic toxicology, forensic odontology, forensic psychiatry, forensic anthropology, and forensic document examination will continue to test and implement certification programs in their respective disciplines. The certification planning committee for criminalistics will design and test standards for eventual implementation by an official certification board.

77-NI-99-0082
Title: Police Car Survey, 1977 (from 10/17/77 - 3/31/78)
Grantee: International Association of Chiefs of Police, Bureau of Operations and Research, Technical Research Division, 11 Firstfield Road, Gaithersburg, Maryland 20760
Project Director: Warren Woodfield
Amount: $46,374

Can compact patrol cars be substituted for intermediate- or full-sized models without a loss of police effectiveness? To answer this question, the grantee will conduct a survey of the 100 largest municipal law enforcement agencies and the 50 state law enforcement agencies, collecting information on

their recent experience with compact patrol vehicles and their willingness to utilize these models.

J-LEAA-010-77
Title: Contract for Technical Assistance to the National Institute of Law Enforcement and Criminal Justice (from 1/3/77 - 1/2/79)
Contractor: PRC/Public Management Services, Inc., 7798 Old Springhouse Road, McLean, Virginia 22101
Project Director: William Cummings
Amount: $394,325

This contract is to provide technical assistance to the National Institute and its grantees in all research and development, evaluation, training, and technology transfer activities.

J-LEAA-025-73
Title: Development Group for the Equipment Systems Improvement Program (from 1/7/77 - 9/30/78)
Contractor: The Aerospace Corporation, P.O. Box 92957, Los Angeles, California 90009
Project Director: Dr. Joseph Meltzer
Amount: $3,143,360

This is the conclusion of a contract to explore the uses of advanced technology for criminal justice and law enforcement. Testing of a cargo security system and testing of improved methods of bloodstain analysis were two of the efforts supported in FY 1977.

Evaluation

76-NI-99-0092-S-1
Title: Additional Tasks for the National-Level Evaluation of the Career Criminal Program (from 7/20/77 - 5/19/78)
Grantee: The MITRE Corporation/METREK Division, 1820 Dolley Madison Blvd., McLean, Virginia 22101
Project Director: Eleanor Chelimsky
Amount: $115,516

Under this supplemental grant, investigators will continue their evaluation of career criminal units within prosecutors' offices in four jurisdictions. The additional topics for evaluation will be: 1) how the operations and effectiveness of the units are influenced by other law enforcement activities, and 2) how corrections practices affect career criminal units.

76-NI-99-0113-S-1
Title: Regulatory Policies and Crime (from 6/16/76 - 8/31/78)
Grantee: Stanford Law School, Stanford University, Stanford, California 94305
Project Director: Professor John Kaplan
Amount: $64,289

This grant is for a series of analytic monographs on how governmental policies regulating the availability of heroin, alcohol and handguns influence levels and patterns of crime. Qualitative and quantitative evaluations of regulatory policies in each area will be made, and information needed for cost-benefit analyses will be identified.

77-NI-99-0013
Title: Evaluation of the National Demonstration Program for Managing Criminal Investigations (from 1/17/77 - 12/31/78)
Grantee: The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037
Project Director: Dr. John Waller
Amount: $349,650

The researchers will evaluate the LEAA demonstration program for improving the management of criminal investigations. The evaluation will be based on intensive case studies of programs at five sites. Specific attention will be given to the degree of implementation of the program, the type of activities involved, and the effectiveness in accomplishing program objectives. Where common objectives exist, cross-site comparisons will be made. The results should offer researchers and police administrators a better understanding of the program's effects in different police agencies.

77-NI-99-0020
Title: Continuation of Evaluation of the Des Moines Community-Based Demonstration Projects (from 2/22/77 - 12/18/78)
Grantee: Florida State University, School of Criminology, Tallahassee, Florida 32306
Project Director: William M. Rhodes
Amount: $49,282

Building on the success of the Des Moines Community-Based Corrections Program, LEAA established demonstration projects in several other communities. This study evaluates the effectiveness of community corrections projects in Baton Rouge, Duluth, Orlando, Salt Lake City and San Mateo. These projects provide services for adult offenders that include pretrial release on recognizance, supervised pretrial release, intensive probation and community residential facilities.

77-NI-99-0022
Title: Proposal for Completion of the Study of the National Institute Model Evaluation Program (from 3/24/77 - 12/28/78)
Grantee: The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037
Project Director: Dr. John Waller
Amount: $76,887

Under LEAA's Model Evaluation Program, 12 State Plan-

ning Agencies and Regional Planning Units were awarded a total of $2 million to devise and test strategies for evaluating their criminal justice programs. This grant will provide for additional data collection and for analysis of the experience of participating agencies.

77-NI-99-0052
Title: An LEAA Evaluation Handbook for State and Local Agencies (from 5/13/77 - 2/28/78)
Grantee: The MITRE Corporation/METREK Division, 1820 Dolley Madison Blvd., McLean, Virginia 22101
Project Director: Eleanor Chelimsky
Amount: $58,579

Recent changes in Federal law have increased the responsibility of state and local agencies for evaluating and monitoring LEAA-sponsored programs, creating a need for more detailed information on evaluation procedures. Under this grant, LEAA materials on evaluation and monitoring are being reviewed and a handbook prepared for use at the state and local levels.

77-NI-99-0063
Title: Crime Indicator Developmental Program (from 7/27/77 - 4/26/79)
Grantee: Social Science Research Institute, University of Southern California, Los Angeles, California 90007
Project Directors: Drs. Leo Schuerman and Sol Kobrin
Amount: $474,822

Under this grant, researchers will construct a uniquely detailed longitudinal data base on crime, criminal justice and socioeconomic parameters, encompassing over 4,000 variables. Data will be drawn from the City and County of Los Angeles and will be geo-coded to refer to specific Census Tracts. Upon completion of the project, the data will be disseminated to the criminal justice research community for use in a wide variety of analytical studies.

77-NI-99-0075
Title: Evaluation of the Court Employment Project: New York City (from 10/16/77 - 6/15/79)
Grantee: Vera Institute of Justice, 30 East 39th Street, New York, New York 10016
Project Director: Dr. Sally Baker
Amount: $360,268

This project is evaluating the Court Employment Program, an employment-based pretrial diversion program now operating in New York City. Researchers are gathering data on employment, income, and criminal activity for about 700 defendants, who have been divided into experimental and control groups.

77-NI-99-0080
Title: Evaluating an Implementation Process for a Program Development System Model (from 10/5/77 - 10/4/78)
Grantee: Center for the Interdisciplinary Study of Science and Technology, Northwestern University, 626 Library Place, Evanston, Illinois 60201
Project Director: Dr. Michael Radnor
Amount: $49,932

This project will evaluate and refine LEAA's Action Program Development Process (APDP), a managerial tool designed to promote linkage between research and action programs, to ensure systematic development of these programs, and to provide for program accountability. APDP will be evaluated in terms of 1) its provisions for user input into the development process; 2) its success in coordinating research, dissemination and utilization activities; 3) its usefulness in coordinating the various agencies or organizational components involved in program development; and 4) its success in recognizing environmental factors which can affect program development and utilization.

77-NI-99-0084
Title: National Evaluation of the LEAA Community Anti-Crime Program (from 10/17/77 - 10/16/79)
Grantee: Research for Social Change, Inc., Evaluation Research Associates, 69 Clinton Road, Brookline, Massachusetts 02146
Project Director: Dr. Kurt Snapper
Amount: $660,429

The grantee will conduct a national evaluation of LEAA's Community Anti-Crime Program to determine whether the program has helped communities to mobilize citizens into effective anti-crime organizations, whether it is well integrated with other efforts at revitalization of neighborhoods, and whether it reduces fear of crime.

J-LEAA-007-77
Title: National Assessment of LEAA Standards and Goals Program (from 11/11/76 - 2/11/78)
Contractor: American Institutes for Research, 1055 Thomas Jefferson Street, N.W., Washington, D.C. 20007
Project Director: Dr. Charles Murray
Amount: $486,286

LEAA's Standards and Goals Program fosters the adoption and use of operating standards by criminal justice agencies. States are encouraged to identify standards necessary to resolve problems within their respective criminal justice systems and to subject these selections to a systematic process of review and approval. The purpose of this contract is to analyze the experiences of the 27 states that have completed the initial phase of the program and to assess the impact of the program on criminal justice standards and their implementation.

J-LEAA-014-77
Title: Panel on Research on Rehabilitation Techniques (from 1/4/77 - 6/30/78)
Contractor: National Academy of Sciences, 2101 Constitution Avenue, N.W., Washington, D.C. 20418
Project Director: Dr. Susan White
Amount: $134,025

The National Academy of Sciences will examine and clarify the issues surrounding rehabilitation of offenders and research on rehabilitation.

Technology Transfer

Prescriptive Packages

77-NI-99-0065
Title: Prescriptive Packages: Community Corrections (from 10/25/76 - 1/24/78)
Grantee: American Justice Institute, 1007 Seventh Street, Sacramento, California 95814
Project Director: Robert Cushman
Amount: $139,932

This grant is for development of two handbooks on community corrections. The first will provide guidelines for planning and implementation of regional approaches to local corrections needs, and the second will deal with community corrections centers.

77-NI-99-0079
Title: Correctional Programs for Women: A Prescriptive Package (from 9/20/77 - 9/19/78)
Grantee: Center for Women Policy Studies, 2000 P Street, N.W., Suite 508, Washington, D.C. 20036
Project Director: Jane Chapman
Amount: $69,904

The purpose of this grant is to develop a handbook on correctional programs and services for adult female offenders, based upon the most recent research in the field and upon knowledge of the changing status of women. The handbook will cover institutional programs and services and also community programs for releasees.

J-LEAA-017-77
Title: Development of Four Prescriptive Packages on Court Management (from 8/1/77 - 8/31/78)
Contractor: American University, Institute for Advanced Studies in Justice, 4900 Massachusetts Avenue, N.W., Washington, D.C. 20016
Project Director: Caroline Cooper
Amount: $286,000

The contractor will produce a series of four manuals on court management for judges, court administrators, and others responsible for managing state trial courts of general jurisdiction. Topics of the handbooks will be caseflow management, records management, personnel management and financial management. Each handbook will document and analyze management approaches and techniques that have been effective in one jurisdiction and seem adaptable for use in others.

Training

77-NI-99-0064
Title: Forensic Science Seminar (from 6/17/77 - 4/16/78)
Grantee: The Forensic Sciences Foundation, Inc., 11400 Rockville Pike, Rockville, Maryland 20852
Project Director: Dr. Joseph L. Peterson
Amount: $19,945

In an effort to improve communications between forensic scientists and prosecutors, the judiciary, and the police, the grantee is developing a forensic science seminar entitled "Medical-Legal Investigation of Death." This seminar, which will be complete with videotaped material, will be presented before major groups of criminal justice practitioners.

J-LEAA-022-76
Title: The Executive Training Program in Advanced Criminal Justice Practices (from 6/9/76 - 9/30/78)
Contractor: University Research Corporation, 5530 Wisconsin Avenue, N.W., Washington, D.C. 20015
Project Director: Sheldon Steinberg
Amount: $2,400,000

This contract provides continued support for a series of workshops presented in all areas of the country. Topics include: managing criminal investigations, juror usage and management, prison grievance mechanisms, rape and its victims, managing police patrol, delivery of prison health services, developing sentencing guidelines, and establishing victim/witness service units.

Reference and Dissemination

J-LEAA-023-77
Title: Contract for the Continued Operation and Refinement of the National Criminal Justice Reference Service (from 8/2/77 - 9/2/78)
Contractor: Aspen Systems Corporation, 11426 Rockville Pike, Rockville, Maryland 20852
Project Director: Georgette Semick
Amount: $1,997,893

The National Criminal Justice Reference Service provides

information to the nation's criminal justice community and to government officials at the Federal, state and local levels, as well as to universities, professionals abroad. It acquires, indexes, abstracts, stores, retrieves and distributes reports and information on all aspects of law enforcement and criminal justice. NCJRS also offers users a wide range of reference and referral services.

Exemplary Projects Selected in 1977

Community Crime Prevention Program (CCPP), Seattle, Washington
Project New Pride, Denver, Colorado
One Day/One Trial Jury System, Wayne County, Michigan
Pre-Release/Work Release Center, Montgomery County, Maryland
Mental Health/Mental Retardation Emergency Service (MCES), Montgomery County, Pennsylvania

Prescriptive Packages Published in 1977

Improving Patrol Productivity, Volume 1: Routine Patrol
Improving Patrol Productivity, Volume 2: Specialized Patrol
Drug Programs in Correctional Institutions
The Mentally Retarded Offender and Corrections
Volunteers in Juvenile Justice

APPENDIX C:
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